DOCUMENT RESUME

ED 330 732 UD 027 856

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TITLE Multiculturalism in Canada: A Public Education Strategy.
INSTITUTION Department of the Secretary of State, Ottawa (Ontario). Multiculturalism Directorate.
PUB DATE 88
NOTE 141p.; The executive summary is also provided in French.
PUB TYPE Viewpoints (Opinion/Position Papers, Essays, etc.) (120)

EDRS PRICE MF01/PC06 Plus Postage.
DESCRIPTORS *Attitude Change; *Cultural Pluralism; Elementary Secondary Education; Ethnic Relations; Foreign Countries; *Mass Media; *Multicultural Education; *National Programs; Public Affairs Education; Public Education; Public Opinion; *Social Attitudes
IDENTIFIERS *Canada

ABSTRACT

The goals of this proposed Canadian public education program on multiculturalism are to promote and reinforce positive attitudes and to create a social climate in which negative attitudes are neutralized. A review of public opinion surveys indicates that while most Canadians support multiculturalism in theory, there is little perceived need to support multicultural programs, and many confuse multiculturalism with immigration and refugee issues. The basic strategy of this program is a campaign to raise mass public awareness with the message, "Multiculturalism is good for you." The mass media will be used to address the general public, but target groups will be identified and addressed through more specific strategies that emphasize the particular benefits of multiculturalism to them. A 5-year program is described. A translation of the executive summary in French is included. The following materials are appended: (1) a summary of public opinion surveys on multiculturalism; (2) summaries of analyses of previous public education campaigns; (3) a description of current federal multiculturalism activities; (4) a list of interview participants; (5) a 38-item bibliography; (6) a description of other government programs with multiculturalism-related public education elements; and (7) a program description and budget. (FMW)

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MULTICULTURALISM IN CANADA: A PUBLIC EDUCATION STRATEGY

For: Multiculturalism Sector
Secretary of State

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MULTICULTURALISM IN CANADA. A PUBLIC EDUCATION STRATEGY

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SOMMAIRE

I L'éducation populaire: une définition par objectifs

* L'éducation populaire sur le multiculturalisme a pour objectif de renforcer l'attitude positive chez ceux qui possèdent déjà cette attitude, d'encourager chez ceux qui n'ont pas encore formulé d'avis et de créér un climat social dans lequel les attitudes négatives seront neutralisées.

* Le processus d'éducation populaire devra sensibiliser le public en général aux besoins des minorités ethno-culturelles et l'inciter à réagir de façon positive.

* Les communautés ethno-culturelles devront être rassurées qu'au Canada, on reconnait la valeur de leur héritage culturel mais aussi, que l'on souhaite que leurs membres s'identifieront avant tout comme canadiens.

II Les raisons sous-jacentes à l'éducation populaire sur le muticulturalisme

* Il existe actuellement des preuves qui démontrent clairement le besoin d'éducation populaire en matière de multiculturalisme.

* Quoiqu'en principe, il existe beaucoup de bonne volonté face au multiculturalisme, ce sentiment se manifeste rarement comme un appui concrèt aux différents programmes sur le multiculturalisme.

* Plusieurs canadiens ont tendance à confondre le multiculturalisme avec les problèmes d'immigration et de réfugiés politiques et expriment ouvertement leur inquiétude face aux effets du multiculturalisme sur l'économie et sur le contexte socio-politique et culturel du Canada.

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* Etant données les tensions qui risquent de se développer entre les différents groupes sociaux au Canada, l'engagement que prendra aujourd'hui le gouvernement face à l'éducation populaire peut être considéré comme un investissement à long terme qui aura pour résultat un contexte social harmonieux.

III Les principes d'une stratégie du programme

* Un programme d'éducation populaire sur le multiculturalisme devra comprendre de multiples facettes conçues pour mettre en valeur les thèmes fondamentaux.

* Ensemble, ces éléments devront élever le niveau de conscience du public, renseigner les gens sur le fondement du concept et effectuer un rapprochement entre les membres des différents groupes ethno-culturels.

* Le programme devra identifier les groupes-cibles à l'intérieur de la société en général et s'adresser surtout à ce que ces groupes perçoivent comme étant leurs intérêts respectifs, mettant l'accent sur les bénéfices spécifiques que le pluralisme culturel pourra leur apporter.

* L'identification des groupes-cibles devra tenir compte des différences marquées dans la perception québécoise du multiculturalisme et les attitudes particulières aux différentes régions.

* Le programme en lui-même devra être intensif, soutenu et coordonné de façon efficace dans tous ses aspects.

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IV La stratégie

* Le premier volet du programme devra être une campagne pour sensibiliser le public et presenter le concept du multiculturalisme comme une valeur positive inhérente au mode de vie canadien.

* Pour mettre en application ces objectifs, on divisera le public en trois groupes: la société canadienne en général (subséquemment divisé en groupes-cibles), les groupes ethno-culturels, et la Fonction publique. Il existe des objectifs différents pour chacun de ces groupes.

* Les groupes-cibles à qui l'on pourra adresser des messages précis de facon à produire un impact maximum, seront identifiés et se verront accorder des priorités selon des critères spécifiques.

* Le message essentiel du programme - en principe: "le multiculturalisme est bon pour vous" - sera au centre de tous les efforts d'éducation populaire, même s'il est exprimé de façon différente selon les auditoires, et portera sur leurs intérets légitimes.

* Les média d'information, au sens très large, seront utilisés pour transmettre le message à la société en général et pour sensibiliser le public, mais on rejoindra les groupes-cibles par l'entremise d'organisations nationales, provinciales, régionales et locales et par les moyens de diffusions que possèdent ces organisations.

* On rejoindra les groupes-cibles par l'entremise de leurs dirigeants. Ceux-ci participeront à l'élaboration des moyens les plus efficaces pour éduquer leurs membres sur le multiculturalisme.

* On effectuera des recherches sur les attitudes de la population face au multiculturalisme, d'abord pour parfaire les programmes et identifier les groupes-cibles, puis, pour fournir un suivi à ces programmes.

* Là où la possibilité existe, les programmes actuels dans le secteur public et dans le secteur privé seront adaptés de façon à appuyer les objectifs du programme d'éducation populaire. Toute initiative mise de l'avant par chaque secteur devra comprendre un volet d'éducation populaire.

V Le programme

* Un programme quinquénnal est envisagé, comprenant des activités spécifiques à court, moyen et long terme.

* Les activités à court terme comprendront la planification, l'organisation, le développement et, plus précisément, la recherche sur les attitudes, l'identification des groupes-cibles, l'élaboration des messages et des stratégies de communication, et la sensibilisation du public.

* A moyen terme, on commencera à évaluer les programmes et à rejoindre les groupes-cibles, à produire du matériel éducatif et à mettre sur pied des projets-pilotes.

* A long terme, on distribuera le matériel éducatif tout en contrôlant son utilisation auprès des groupes-cibles.

VI Le coût du programme

* En se basant sur les coûts de programmes d'éducation semblables dans d'autres domaines, on peut évaluer à 5-6 millions de dollars les fonds "nouveaux" requis pour mettre en oeuvre le programme.

* De plus, certains coûts du programme pourront être couverts à même les budgets des programmes existants.

* Des programmes considérablement réduits pourraient être mis en oeuvre à des coûts moindres mais leur efficacité serait d'autant plus diminuée. Toutefois, des programmes coûtant 3 millions et 1 million de dollars par an sont considérés comme réalisables.

VII L'administration du programme

* Pour assurer son succès, le programme devra être administré par un groupe de gestion dont le rôle et les responsabilités seront clairement définis.

* La direction du programme devra être incluse comme section d'éducation populaire à l'intérieur du secteur multiculturalisme.

* La section d'éducation populaire devra consulter les sections connexes au Secrétariat d'état et effectuer la liaison avec celles-ci. Il faudra aussi établir des mécanismes de coordination inter-ministérielle.

* Quoique des messages généraux seront diffusés à l'ensemble de la Fonction publique, chaque ministère devra être responsable de l'éducation de son personnel et de sa clientèle.

* Le groupe d'éducation publique devra être doté d'un mécanisme qui lui permettra de promouvoir des initiatives complémentaires de la part des autres paliers de gouvernement et d'organismes indépendants.

EXECUTIVE SUMMARY

I Public Education: A Definition by Goals

* The goals of public education on multiculturalism are to reinforce positive attitudes among those who already hold them, promote them in those whose attitudes are not yet formulated, and to create a social climate in which negative attitudes are neutralized.

* In the public education process, members of the general public should be sensitized to the needs of ethnocultural minorities and moved to take positive action.

* Ethnocultural communities should be assured that their cultural heritages are valued in Canada but also that it is hoped and expected that they will identify as Canadians above all.

II Rationale for Public Education on Multiculturalism

* Available evidence strongly indicates that there is a need for public education on multiculturalism

* While there is a substantial repository of good will toward multiculturalism in principle, that sentiment frequently does not translate itself into support for multicultural programs.

* Many Canadians tend to confuse multiculturalism with immigration and refugee issues and express their concerns about how multiculturalism might affect Canada economically, socio- politically and culturally.

* Given the potential for serious inter-group tensions developing in Canada, government investment now in public education can be seen as an investment in long-term social harmony.

III Principles Underlying Program Strategy

* A public education program on multiculturalism should be a multi-faceted undertaking, the elements of which are all designed to carry the same fundamental themes.

* Together, these elements should raise public awareness, inform people about the content of the concept, and bring people of various ethnocultural backgrounds into closer contact.

* The program should identify target groups within the larger society and attempt to appeal chiefly to what they perceive as their group interests, stressing the particular benefits that cultural pluralism can bring them.

* Significant differences between the ways multicultural issues are perceived in Quebec and attitudes in the rest of Canada, as well as regional differences in attitudes, must be taken into account in the construction of target groups.

* The program itself must be intensive, sustained and well co-ordinated in all its aspects.

IV The Strategy

* The initial element of the program must be a campaign to raise mass public awareness of multiculturalism as a positive fact of Canadian life. Subsequent efforts of a more educational and motivational thrust will build on that awareness.

* The public is considered for these purposes as falling to three "domains": Canadian society at large (further divided into target groups); ethnocultural communities, and the public service. Different objectives for public education exist in each domain.

* Target groups, to whose interest and concerns messages can be tailored for greater impact, are to be identified and given priorities according to a set of specific criteria.

* The basic message of the program---essentially that "multiculturalism is good for you"---will be central to all public education efforts, though expressed to each audience in ways that will appeal to their legitimate self-interest.

* Mass media, very broadly defined, will be used to address society at large and raise awareness, but target groups will be accessed through the national, provincial, regional and local organizational structures and media each of them maintains.

* Access to target groups will be achieved through their leaders who will be involved in devising the most effective processes by which to educate their members about multiculturalism.

* Research on public attitudes toward multiculturalism will be conducted, initially to assist in program refinement and target group identification, then as an on-going contribution to program evaluation.

* Where possible, existing programs in both the public and private sectors will be adapted to serve the ends of the public education program and a public education component will be a required part of undertakings the Sector supports.

V The Program

* A five-year program is envisaged, with specific activities to be carried out in the short, medium and long term.

* The short term will be devoted to planning, organization and development activities such as attitudinal research, target group identification, message development and communications planning, public awareness promotion.

* In the medium term, program evaluation and target group accessing will begin, as well as the production of educational materials and launching of demonstration projects.

* Long-term activity will cover the distribution of educational materials and their use in target-group education.

VI Program Costs

* Based on costs engendered by analogous public education programs in other fields, it is estimated this program will require $5-6 million in "new" funds.

* In addition, some costs of the program will be borne by existing programs.

* Substantially scaled-down programs could be run at considerably reduced costs, but the effects would be concomitantly diminished. Still, programs costing $3 million and $1 million per year are envisaged as feasible.

VII Program Administration

* Success demands that the program have a management body with clearly defined roles and responsibilities.

* Direction of the program should be lodged with a public education unit within the Multiculturalism Sector.

* The public education unit should consult with and act as liaison among related sectors within the Department of the Secretary of State and a mechanism should be established to facilitate inter-departmental co-ordination.

* While general messages are directed at the public service government-wide, the education of each department's staff and client body should be the responsibility of the department.

* The public education unit should have an outreach mechanism capable of promoting complementary action by other levels of government and non-governmental organizations.

Multiculturalism in Canada.
A Public Education Strategy

I Public Education. A Definition by Goals

Among authorities on the formation of public opinion, certain axioms are honoured regarding the extent to which it is possible to affect attitudes on social issues. One such axiom is that the degree to which education, argument or moral suasion can be successful in shaping or altering social attitudes is directly related to how fully those attitudes have been developed and how firmly they are held. Hence, a public education program can most realistically be expected to have an attitudinal impact on those with either no formulated opinions or only embryonic ones. At the same time, firmly held views, reinforced (as they often are, especially in the field of inter-group relations) by such factors as emotion or personal circumstance, are not generally susceptible to substantial change, certainly in the short term. Indeed, those who hold views of a particular stripe are seldom inclined to place themselves in circumstances in which their positions are challenged.

Against this background, public education within the context of multiculturalism can be defined broadly as a many-faceted process, the goals of which are as follows.

* To reinforce the attitudes of those Canadians who see ethno-cultural pluralism and racial equality in Canada as positive values and who support the kinds of programs that are necessary to sustain them,

* To promote the development of positive attitudes toward multiculturalism and multicultural programs among those whose outlook can be substantially influenced, such as school children or even adults who thus far have remained disinterested,

* To generate a social climate in which those who do not accept ethnocultural pluralism and racial equality in principle, recognize nonetheless that they are generally accepted as positive facts of Canadian life and that they must act accordingly;

* Through all the above, to foster a social climate conducive to the objectives enunciated in the proposed Canadian Multiculturalism Act and the institutional change it implies.

To achieve the goals, a public education program can employ a broad range of both affective and cognitive techniques, the effects of which are:

* To stimulate and sustain a broad level of public awareness of multiculturalism as public policy---that is, to put ethnocultural pluralism and racial equality very much "on the public agenda" and raise the level of visibility of government in this field;

* To disseminate accurate information about multiculturalism as widely as possible;

* To sensitize Canadians generally to the needs of ethnocultural minorities and motivate them to take positive action;

* To sensitize ethnocultural communities to the hope and expectation of Canadians generally that, while maintaining their cultural heritages, members of ethnic minorities will identify themselves as Canadians above all.

Summary of Definition:

* The goals of public education on multiculturalism are to reinforce positive attitudes among those who already hold them, promote them in those whose attitudes are not yet

formulated, and to create a social climate in which negative attitudes are neutralized.

* In the public education process, members of the general public should be sensitized to the needs of ethnocultural minorities and moved to take positive action.

* Ethnocultural communities should be assured that their cultural heritages are valued in Canada but also that it is hoped and expected that they will identify as Canadians above all.

II Rationale for Public Education on Multiculturalism

There is no denying that public education is a demanding undertaking in terms of the financial, human and other resources it requires. At the same time, one can never predetermine with any degree of certainty what the return will be. Nevertheless, there are several indicators, both positive and negative, that underscore the need for a public education program on multiculturalism in Canada at this time.

The rationale begins with the fact that, while Canada's population has virtually always been multicultural, that characteristic has become more pronounced and highly visible over the past two decades. In 1967, 87 per cent of immigration came from the United States and Europe. By 1977, however, less than 47 per cent came from these sources, the majority originating in the West Indies, Asia and various parts of the developing Third World. In the past 10 years, that pattern has continued and, indeed, intensified. The ranks of Canadians from backgrounds other than English or French have grown. The racial diversity of the Canadian population has deepened.

How do Canadians feel about the deepening cultural and racial pluralism of their society? As the Summary of Attitude Surveys

appended to this document (see Appendix A) indicates, research on this question has been relatively modest. Most polls have focused on immigration and refugee issues rather than multiculturalism. However, insofar as attitudes have been measured, they suggest that Canadians are somewhat ambivalent, a finding supported by the results of focus group research recently conducted for the Multiculturalism Sector.

Most Canadians, though ill-informed about what multiculturalism means, about its history in Canada and about the infrastructure and programs in place to foster it, perceive it in fairly positive terms as a general principle. However, there is significantly less support for it at a personal level where they perceive it affecting their own economic well being or the status of their own culture. Hence, while Canadians appear to be largely supportive of the principles of cultural equality and maintenance, that does not translate into anywhere near as high a level of support for many of the specific strategies, such as affirmative action or heritage language programs, that are deemed necessary to realize those principles.

For example, a study of public attitudes published in 1985---the most recent study of any significant comprehensiveness---indicated that:

* 81 per cent of Canadians recognized that Canada was multicultural, but a noteworthy 37 per cent did not see what that meant to them personally or felt it meant little;

* 76 per cent thought multiculturalism was a good thing and only 2 to 3 per cent were opposed to it, but 51 per cent perceived multiculturalism policy as being simply a matter of passively allowing people to maintain their traditional ways of life;

* 67 per cent recognized that members of ethnocultural minorities experienced economic problems, but a large majority opposed compulsory affirmative action;

* 84 per cent felt multilingualism in Canada enhanced the country's economic prospects, but only 53 per cent approved of teaching minority languages in schools.

These and other such figures would vary, of course, according to region, ethnicity, financial status, educational level, age and other such characteristics of the sample community. However, they suffice to show clearly that the depth of understanding of multiculturalism and the level of commitment to multicultural programs that exist in Canada are not yet sufficient to permit the realization of inter-cultural equity in this country. And many who work in the multicultural field are not sanguine about the prospects for improvement.

Though the view remains to be thoroughly tested, many believe there is a strong link in the public mind between multiculturalism on the one hand and issues relating to immigration and refugees on the other. Such a link was clearly manifested among participants in the Sector's recent focus group studies. Concerns arising out of immigration and refugee issues, it is believed, tend to negatively colour attitudes toward multiculturalism. And, as immigration continues to visibly change the ethnocultural makeup of Canada in the future, the link can be expected to tighten and those concerns can be expected to mount.

What are those concerns? A synthesis of results from a variety of recent polls---and, again, the focus groups---suggests that the chief fears can be categorized as follows:

* Economic
  The concern that multiculturalism implies an increase in immigration and, as a result, greater competition for jobs; somewhat conversely, the concern that more immigration means an influx of unskilled people who will be a costly burden on welfare systems.

* Socio-political
  The fear that the "Canadian way of life", founded on a belief in the rule of law, democratic process and civil order, will be undermined by people who import conflict from their countries of orgin and foster violence and terrorism.

* Cultural
  The concern that, especially in view of the increase in immigration from non-European countries, the promotion of multiculturalism will mean a dilution of the dominant European-based culture of Canada.

Of course, those who are at all sensitive to such nuances, will detect a subtle but significant tinge of racism at the core of such concerns. Canadians who harbour racially biased sentiments, as human rights workers in this country have known for decades, do not normally express them overtly; indeed, they often are unaware of the racist implications of their own attitudes. Instead, racist attitudes generally are cloaked as economic or other concerns such as those set out above.

Still, opinion sampling has provided direct evidence that race is a factor in determining the attitudes of many Canadians toward immigration, refugee aid and, by implication, multiculturalism. According to a 1976 study, Multiculturalism and Ethnic Attitudes in Canada, overtly racist attitudes seldom were expressed but respondents favoured northern Europeans over southern or eastern Europeans, and rated the latter groups over others who were visibly different. Meanwhile, a report on the focus group research conducted recently for the Sector, noted:

> Most (respondents) believe that Canada needs new people coming into the country to grow, but express concern about the type of people that should be allowed to enter the country...Canadians, particularly those of British heritage, worry about an appropriate racial mix for Canada. They feel the decisions are being made for them by a government unresponsive to their desire to maintain Canada as a

predominantly white nation.

There are, of course, responses to the concerns so often voiced in opposition to multiculturalism. For one thing, multiculturalism would be a fact of Canadian life regardless of what immigration policy was. More to the point, multiculturalism deals with ethnocultural groups, not as immigrants or refugees, but as Canadians---Canadians whose very cultural uniqueness is a determinant of Canadian identity. Moreover, far from posing a threat, economically or otherwise, multiculturalism can enhance economic opportunity, ensure greater participation by all in the "Canadian way of life" and enrich Canadian cultural life.

Over the years, efforts have been made by both governmental agencies and non-governmental organizations to get these and other such messages across to the Canadian public. Within the Secretary of State's Department alone, the Multicultural Activity spent $21,130,000 in 1985-86 on a broad range of programs, devoted in considerable measure to such objectives (see Multicultural Activity, Appendix C).

For all such efforts, though, the perception of multiculturalism as an economic, social or cultural threat to Canadians has persisted widely. Moreover, it has persisted even while visible changes have been occurring in the ethnocultural makeup of the country and dissatisfaction with their lot has been growing among many ethnocultural communities. The result, as the Sector's recent focus group research indicated, has been a growing frustration among many within Canadian society at large over what they see as fundamental changes in their society about which they have had nothing to say.

Meanwhile, as testimony before the Special Commons Committee on Visible Minorities showed, contending frustrations have grown among ethnocultural groups over what they see as Canadian society's reluctance to accept them as full participants; in the view of many observers, a potentially volatile situation. Indeed, a report emanating from a 1985 meeting of academics and representatives of Employment and Immigration Canada warned: "...

rapid increase in the proportion of immigrants, particularly representing visible minorities, can lead to tensions." Others have warned that, if left unresolved, contending frustrations could even contribute to inter-group strife in Canada of the kind that has rocked Britain, France and other countries in recent years. In this context, the cost of public education now would seem a prudent investment in longer-term social harmony.

Summary of Rationale:

* Available evidence strongly indicates that there is a need for public education on multiculturalism

* While there is a substantial repository of good will toward multiculturalism in principle, that sentiment frequently does not translate itself into support for multicultural programs.

* Many Canadians tend to confuse multiculturalism with immigration and refugee issues and express their concerns about how multiculturalism might affect Canada economically, socio- politically and culturally.

* Given the potential for serious inter-group tensions developing in Canada, government investment now in public education can be seen as an investment in long-term social harmony.

III Principles Underlying Program Strategy

The approach and design of the public education program envisaged here are based on several principles, the validity of which has been demonstrated in other "social marketing" efforts, several of which are described in the appendices to this document. Some have also been tested in related fields such as that of human rights.

Chief among these principles are the following:

1. As noted in the definition set out above, public education regarding social issues such as multiculturalism is often a many-faceted undertaking. It is not exclusively a matter of creating awareness, consciousness-raising or information dissemination; it is all these activities and more. That certainly has been the case, for example, in such efforts as the National Program to Reduce Tobacco Use, the Selective Traffic Enforcement Program (STEP) and Participaction.

   To be effective, public education in the multicultural field should be an amalgam of such activities as:

   * Well-publicized government initiatives such as the introduction of the Act itself, policy declarations or consultations with citizen groups, all to establish and periodically underscore the perception of multiculturalism as public policy in Canada;

   * Advertising and publicity campaigns geared to raising public awareness of multiculturalism as a positive fact of Canadian life and putting it on the public agenda;

   * Information dissemination to help turn simple awareness into informed awareness;

   * Formal educational efforts with a cross-cultural thrust, both within the context of school curricula as well as other settings such as in-service training programs for professionals;

   * Promotion of direct contacts between representatives of ethnocultural groups and segments of the broader Canadian public over matters of mutual interest---for example, seminars conducted by a particular group for business people interested in trade with the group's country of origin; inter-cultural literary colloquia, etc.

2. As the evidence suggests, the chief obstacles to the achievement of the goals enunciated in the Canadian Multiculturalism Act were widespread public indifference, ignorance and, among a significant minority, fear. Those are formidable barriers for a public education program to penetrate. Certainly, moral admonitions that one should be concerned about racial and cultural equality, or appeals to traditions of fair play are not sufficient in themselves. Standing alone, they have not worked thus far, in this or any other field.

   Such approaches should by no means be abandoned. They should, however, be supplemented. In addition to appealing to the audience's sense of justice and fairness, public education in multiculturalism should appeal strongly and clearly to audience self-interest. All elements of the program should be geared as far as possible to stress the benefits---often palpable benefits ---that active support of cultural pluralism and racial equality can yield to Canadian society generally and specific target groups in particular.

   Recognizing that principle, the Ontario Federation of Labour based its recent anti-racism campaign on the theme "Racism Hurts Everyone", fashioning all elements to demonstrate to union members that racism undermines the solidarity necessary in collective bargaining and that active support or racial equality enhances it. In an analogous effort, the National Program to Reduce Tobacco Use turned away from the scare tactics of the past to promote the immediate and long-term benefits of non-smoking among teens. Similarly, Participaction stresses the benefits of fitness as opposed to the negative aspects of being unfit.

3. Of course, that which constitutes an appeal to self-interest or a positive approach in the case of one group in a society may not be of interest at all to another. It is a commonplace among authorities in public education and related fields that the "public" is, in fact, an aggregation of "publics", each with its own range of interests that may converge at times with those of

others. Hence, as noted by the authors of A Research Study to Assist Policy Decisions in Communications Approaches (1984), a communications approach must focus on target groups. Then, for maximum impact, the message of the program must be tailored to harmonize with the concerns and aspirations of each target group.

4. But beyond focusing on target groups within the Canadian society at large, a public education strategy must also take account of how members within individual target groups might have to be further divided according to two other peculiarly Canadian factors:

* Differences between Quebec and the rest of Canada, and
* Regional differences.

Over the years, there has been relatively little attitudinal research of any substance on multiculturalism---or, for that matter, on immigration or refugee issues with which multiculturalism often is confused in many people's minds. But the research that has been done indicates that individuals are more open to other groups if they themselves are secure in their own cultural and economic contexts.

As the Sector's recent focus groups sessions strongly suggested, though, there is a substantial level of cultural and economic insecurity in Quebec that sets the province off from the rest of the country. For example, according to the report on focus groups results, while Canadian participants generally believed institutions in this country reflected French and English cultural values, Quebecois believed they reflected the dominant English culture. While focus group participants elsewhere in the country felt Canada was multicultural and either multilingual or bilingual, Quebecois saw the rest of Canada as multicultural and unilingual (anglophone).

To the extent that the focus group research can be taken as representative, Quebecois seem largely to see their culture as

already under seige by English culture, and therefore in far greater danger from the additional threat of multiculturalism than is the culture of the rest of Canada. Indeed, while most focus group participants questioned government assistance to ethnocultural groups, Quebecois opposed it more strongly, seeing themselves as an "already threatened entity" who might be "lumped in" with other cultural groups and lose their unique standing in Canada.

It seems apparent, then, that even though a segment of Canadian society might be identified as a promising target group for public education, it must be examined further to determine whether members of the group in Quebec must be addressed separately and differently from those elsewhere. Similarly, members of a given target group in one region of the country and members of the same group elsewhere may be so unalike in terms of their attitudes and aspirations that they functionally constitute two distinct targets.

Focus group research indicated, for example, that participants in one region perceived the basic linguistic nature of Canada differently from the way it was perceived in other parts. In the West, it was seen as multilingual; in Ontario, bilingual, and in Quebec, unilingual outside the province itself. There also seemed to be regional variations in the extent to which participants' attitudes were affected by racial factors. In addition, central Canadian participants seemed more accepting than Westerners of federal government activity in the field of multiculturalism and less questioning about the meaning of phrases such as "protecting cultural and racial differences".

5. In order to keep multiculturalism on the public agenda and in the public consciousness as a priority of Canadian social policy, the public education effort must be intensive, especially in the awareness-raising stage, and sustained. That, again, has been a central principle in other successful campaigns; the directional paper for the anti-smoking drive, for example, cites as an

"important activity" the conduct of "intensive and continuous advertising and communications campaigns for priority target groups".

The level of activity may vary, but the public must continually have before them some reminder that multiculturalism is a social priority, not just from time to time and certainly not one that is affected by the ebb and flow of immigration or refugee issues.

6. The extent to which the various elements in a public education initiative mesh and harmonize with one another will greatly affect the program's success. Therefore, objectives, thematic approaches, techniques and administrative processes must be clearly defined, understood and accepted by all participants in the effort.

That, in turn, means an effective administrative structure must be put in place from the outset. That administration must then be given a firm, broadly acknowledged mandate to co-ordinate the multiculturalism-related public education activities of all relevant federal departments and enlist the co-operation of governments, agencies and organizations outside the federal government sphere.

Summary of Strategic Principles

* A public education program on multiculturalism should be a multi-faceted undertaking, the elements of which are all designed to carry the same fundamental themes.

* Together, these elements should raise public awareness, inform people about the content of the concept, and bring people of various ethnocultural backgrounds into closer contact.

* The program should identify target groups within the larger society and attempt to appeal to them on the basis of, among

other things, what they perceive as their group interests, stressing the particular benefits that support of cultural and racial pluralism can bring them.

* Significant differences between the ways multicultural issues are perceived in Quebec and attitudes in the rest of Canada, as well as regional differences in attitudes, must be taken into account in the construction of target groups.

* The program itself must be intensive, sustained and well co-ordinated in all its aspects.

IV The Strategy

Raising Awareness: In light of all the foregoing, the strategy proposed here starts from the premise that before Canadian public opinion can be influenced in support of multiculturalism, public attention must be far more broadly and firmly focused on it. Initially, then, the thrust of the strategy is toward raising public awareness of multiculturalism as a significant and positive factor in shaping Canadian society as well as giving the subject some currency. The subsequent thrust is toward turning that awareness into informed awareness and perhaps motivating individuals and groups to take action in support of multiculturalism.

Audiences and Objectives: The public, for the purposes of this strategy, is divided into three parts, each of which constitutes what is called a "domain": Canadian society at large (which is further broken down below into target groups); ethnocultural communities, and the public service.

In general, the goals of public education in all three domains are essentially those set out in the first section of this document. But there are some significant respects in which objectives differ from one domain to the other.

1. Canadian Society at Large

In the case of Canadian society at large and the target groups of which it is comprised, public education must respond to needs of the kind so clearly manifested by participants in the Sector's recent focus group sessions. It must, for example, address the ignorance participants displayed about the long history of multiculturalism in Canada, the sense that multiculturalism is something new, foisted upon Canadians by government without their assent, the feeling that it is an economic burden, the subtle strains of racism that often underlie expressions of concern about it. Public education must demonstrate that, from the country's earliest times, people from a vast array of racial and ethnocultural backgrounds have been contributing to the building of Canada, that today's programs are really an effort to realize the kind of society that attitudinal research indicates Canadians want, one in which Canadians of all eithnic and racial backgrounds can share equally, that multiculturalism actually contributes to the lives of Canadians in real financial terms.

2. Ethnocultural Communities

One thrust of public education in these communities is to reassure them that Canada places a value on the maintenance and expression of their cultures in this country and explain the role government plays in supporting them. Another is to promote understanding and solidarity among ethnocultural communities. A third is to make members of ethnocultural communities aware of their obligations to Canadian society as a whole---that while they are not expected to assimilate, they are expected and invited to integrate, to "be Canadian", completely committed to Canada.

3. Public Service

Public education in this domain must penetrate all levels, from the stratum at which policy is formulated and approved, down to that at which it is implemented. It must foster an attitude toward ethnocultural and racial diversity that promotes policy-

making of a kind that is in keeping with the goals of the Multiculturalism Act and that enhances the delivery of services to ethnic minorities.

Target Groups: The public education program will attempt to reach the general public as a mass audience. As noted earlier in this document, though, it must also identify target groups within the larger society and direct messages to them that are specially tailored to meet their particular concerns and aspirations.

Among the chief criteria by which groups will be assessed as possible targets for public education are:

* The extent to which they represent definable communities of interest;

* The need for public education within their ranks;

* The extent to which they influence public opinion and action generally;

* The extent to which they can promote institutional change;

* The existence of organizational structures and media through which they can be accessed and educated;

* The potential for success;

* The cost of reaching them.

The relative weight given to these criteria and, therefore, the priority ranking of potential target groups would depend on what is of uppermost importance to program administrators at a given time. However, applying these criteria, it is clear that ethnocultural communities and the public service would qualify as targets. It also seems likely that the following would be included as well:

* Business people who control employment and other aspects of the economy important to the advancement of ethnocultural minorities,

* Organized labour and professional associations who also have an influence on employment and institutional change,

* Law enforcement officers and members of the judicial system --- judges and lawyers --- whose encounters with ethnocultural communities are a continuing source of inter-group tensions,

* Municipal officials who directly control many of the policies and services that could affect ethnocultural minorities the most---social services, law enforcement and public employment, to mention only a few,

* Educators who contribute directly to the formation of young people's attitudes and can influence institutional change,

* The "helping" or "caring" professions---social workers and nurses, for example---whose attitudes can have immediate and major consequences for the wellbeing of members of ethnocultural communities,

* Youth whose attitudes are still in the formative stage,

* Churches, which exercise moral influence on vast numbers of people and often finance projects for social change,

* Representatives of the mass media whose work shapes the consciousness of the society.

It is recognized that these groups may have to be broken down further. Clearly, regional, linguistic, age or other factors will affect the definition of a "community of interest." For example, as explained in a previous section, attitudes toward multicultural issues among English Canadians and French Canadians may be so

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different that a uniform approach to public education with English Canadian trade unionists and those in Quebec may be impossible. However, these variations can be accounted for in the process of target-group identification.

The Message: Very simply stated, a major element of the basic message running through all aspects of the public education program will be: "Multiculturalism is good for you as well as others." Of course, it will be couched more elegantly and attractively. It also will be expressed differently with different audiences---but always positively and in ways calculated in large measure to appeal to the audience's legitimate self-interest. When addressed to the public at large, for example, it might be based on the concept of Canadian society as a cultural mosaic---an egalitarian concept Canadians treasure as one that sets them apart from Americans ---and stress the part multiculturalism plays in giving Canadians a distinct and positive identity as a nation. With business people, it could be expressed in terms of how the fostering of multiculturalism can lead to wider foreign trade opportunities and expanded domestic markets. With labour, the message might stress multiculturalism's contribution to job creation or the relevance of inter-ethnic harmony in the workplace as a conerstone of union solidarity. The appeal to those in "helping" professions, public and private, perhaps will be based on the greater efficiency to be gained in their work and the deeper penetration of ethnocultural communities they will achieve.

Reaching the Public(s): As noted above, the audience for the proposed public education program is the mass public on the one hand, and individual target groups on the other. The mass public would be addressed through mass media in the broadest sense. In this context, "mass media" include not only newspapers, magazines, television and radio, but any "medium" directed at an undifferentiated audience, such as government mailings, poster-and-button campaigns, exhibitions, ethnocultural and multicultural festivals, as well as other special events, all geared to convey the program's basic message in some form. Indeed, an attempt would be made to devise events akin to Participaction's "Saskatoon Project"

in which that city entered into fitness competitions with a Swedish counterpart, both promoting fitness as a matter of community pride.

Reaching specific target groups, however, would be achieved largely through their respective organizational and leadership structures. Most of the groups identified above have national or at least provincial and local associations representing them.

Organized labour, for example, has the Canadian Labour Congress and national unions at the national level, labour federations at the provincial level, and district labour councils and local unions at the local level. Through this structure, the labour movement operates a highly sophisticated educational program, accessible to interested members at all levels, from national executive officers to workers on the shop floor. It also issues a broad range of publications and operates a substantial audio/visual service that CLC spokespersons say are powerful tools for conveying messages from the top down throughout labour ranks.

Among the several organizational networks serving the business and industrial community of Canada is that comprised of the Canadian Chamber of Commerce at the national level, provincial chambers and local chambers or, as they also are known, boards of trade. At each level the chambers or boards maintain sets of standing committees whose chief function is lobbying their respective governments in their member's interests. But they also develop policies, conduct studies and, of particular importance in this context, run informational and educational programs for members. A variety of publications are also disseminated through the Chamber of Commerce infrastructure. As in the case of organized labour, the structure of the Chamber, the educational nature of some of its services and the media it maintains are highly adaptable to a public education effort on behalf of multiculturalism.

As for ethnocultural communities, most are represented by one or more organizations and many---perhaps most---of the major organizations participate in one or more multicultural umbrella groups. At the national level, for example, there is the Canadian

Ethnocultural Council with more than 85 national ethnocultural organizations, most with regional, provincial and local counterparts. Many of these organizations exist as lobbyists or advisers to governments, but many directly or indirectly fulfill informational and educational functions, produce a variety of publications and participate in what often is called ethnic broadcasting. Again, organizational, educational and media structures are in place and can be used to access the target group.

Meanwhile, educators---those who design curricula as well as those who teach them---can be reached through a variety of avenues. There are, of course, the formal training programs through which they must pass in order to receive their professional credentials, as well as "professional days" and other forms of in-service training and upgrading. Additionally, educators are represented by provincial and local professional associations while they are kept abreast of developments in their field through a variety of publications. Here, too, there is a highly adaptable infrastructure to tap into for the purposes of this program.

As with teachers, law enforcement officers must pass through formal programs of professional preparation and periodically may participate in various types of in-service training. They, too, are served by professional associations and are kept in touch with developments in their field through specialized publications, seminars and conferences. Again, an adaptable infrastructure exists.

To gain access to these and analogous systems maintained by other target groups, administrators of the public education program on multiculturalism would work through the organizational leadership of the selected target groups. Against the background of the mass awareness campaign, they would conduct meetings, seminars or conferences with these leaders, enlisting them in actually designing the approach to their members. The leadership would assist in tailoring the message to address target group interests; identifying the structures and media through which the message could be carried; setting up educational events such as

training programs, orientation sessions, conferences or demonstration projects. In the process, the leaders themselves likely would develop a personal, vested interest in seeing the effort carried through successfully.

Research and Information Base. As noted above, there is a serious lack of reliable, up-to-date data on public attitudes toward multiculturalism in Canada. Yet, such data should be the cornerstone of a long-term public education program, serving as a basis for both planning and evaluation. In the best of circumstances, such research should precede program implementation. In the present circumstance, though, given the introduction of the Multiculturalism Act and the sense of urgency associated with action in this area, it appears that the program and attitudinal research must proceed concurrently. Therefore, the strategy envisages the immediate launching of research into public attitudes about multiculturalism and the periodic re-assessment of public attitudes for planning and evaluation purposes. Studies will examine possible correlations between attitudes and age, language group, region and other such factors. And one of the first uses to which findings will be put is the identification of target groups.

Meanwhile, the strategy anticipates the need for ready access to all forms of information on multiculturalism by those who undertake public education efforts, whether they operate in government or the private sector, nationally or locally, as individuals or within organizations. Nothing can sap the spirit of such undertakings faster than the daunting prospect of spending inordinate amounts of time and money assembling the many kinds of information on which they are based. Therefore, a central clearning house must be established and kept updated with information readily at hand and easily accessible on a broad array of subjects ranging from research data and scholarly work to project funding and organizations in the field.

Integration of Existing Programs. It is recognized that many of the programs, or elements of programs, currently run by the Multiculturalism Sector or under other auspices, governmental and

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non-governmental, may be able to serve the ends of the public education initiative proposed here. In some cases, it may be necessary to adapt them to the purpose. It may be possible, for example, to draw on some parts of the Innovations element of the newly devised program for the Promotion of Multiculturalism Within Canadian Society.

Indeed, wherever possible, activites to which the Multiculturalism Sector contributes should have public education components designed to accord with the thematic thrust of the overall public education program. Every grant, every conference or forum, every piece of research should be undertaken only after its proponents have specified whether and how it might be used to serve public education goals. To this end, the Sector will develop guidelines or generic models to assist proponents of various kinds of undertakings in adapting them to meet this requirement.

Summary of Strategy:

* The initial element of the program must be a campaign to raise mass public awareness of multiculturalism as a positive fact of Canadian life. Subsequent efforts of a more educational and motivational thrust will build on that awareness.

* The public is considered for these purposes as falling to three "domains": Canadian society at large (further divided into target groups); ethnocultural communities and, the public service. Different objectives for public education exist in each domain.

* Target groups, to whose interest and concerns messages can be tailored for greater impact, are to be indentified and given priorities according to a set of specific criteria.

* The basic message of the program---essentially that "multiculturalism is good for you"---will be central to all public education efforts, though expressed to each audience in ways

that will appeal to their legitimate self-interest.

* Mass media, very broadly defined, will be used to address society at large and raise awareness, but target groups will be accessed through the national, provincial, regional and local organizational structures and media each of them maintains.

* Access to target groups will be achieved through their leaders who will be involved in devising the most effective processes by which to educate their members about multiculturalism.

* Research on public attitudes toward multiculturalism will be conducted, initially to assist in program refinement and target group identification, then as an on-going contribution to program evaluation.

* Where possible, existing programs in both the public and private sectors will be adapted to serve the ends of the public education program and a public education component will be a required part of undertakings the Sector supports.

V The Program

The activities and projected costs of the program through which it is proposed that the foregoing strategy be implemented are set out graphically, on a year-by-year basis in Appendix F of this document. This graphic representation, especially when reviewed in light of the strategy, should be largely self-explanatory. However, some additional discussions of the program might also be in order here.

It is proposed that the program be conducted over a five-year period, with specific activities to be carried out in the short term (12 to 18 months), the medium term (two to 2 1/2 years) and the long term (up to five years).

The short term will be the period surrounding the introduction of the Act, and public education activity during this time is calculated to capitalize on, mesh with and follow on from the positive public awareness generated by the publicity concerning the legislation. More specifically, this activity will be devoted to planning, organization and development. Among the major undertakings of this period will be the launching of research on public attitudes; identification of target groups; message development and communications planning; co-ordination and review of other programs for adaptation to public education objectives; development of a clearing house for information dissemination, and public awareness promotion.

In the medium term, much of the foregoing activity will continue. Additionally, though, program and project evaluation will begin and a start will be made on accessing target groups through their leaders or "elites". To assist in work with target groups, a start also will be made on the production of television programming and mixed-media educational materials. At the same time, this period will see the implementation of demonstration projects analagous to the "Saskatoon model" conducted by Participaction (see Appendix F).

The final phase of the program would also continue many of the activities originated earlier, notably research and evaluation. Among new activities would be the distribution of television and mixed- media materials for general and target-group education.

Summary of Program:

* A five-year program is envisaged, with specific activities to be carried out in the short, medium and long term.

* The short term will be devoted to planning, organization and development activities such as attitudinal research, target group identification, message development and communications planning, public awareness promotion.

* In the medium term, program evaluation and target group accessing will begin, as well as the production of educational materials and launching of demonstration projects.

* Long-term activity will cover the distribution of educational materials and their use in target-group education.

VI Program Costs

The total cost in terms of "new" funds required to operate a public education program directed at all three "domains"---Canadian society, ethnocultural groups, the public service---is estimated at between $5 million and $6 million per year. (Cost estimates are based substantially on the experience of analogous public education programs in other fields.) It is anticipated, in addition, that some elements of the program will be covered by existing programs.

As indicated in Appendix F, approximately half of the annual budget would be devoted to public education in the Canadian society domain with about $2 million per year to fund efforts with ethnocultural communities and $1 million for work with the public service.

Of course, a less costly program could be mounted if some elements envisaged here were eliminated or pared down in scope. The number of target groups might be limited, the frequency of conferences and similar events reduced, the awareness campaign made less intensive. The effect of the program might be concomitantly diminished, but, especially with attitudinal research to guide them, administrators of the program should be in a position to set target group priorities realistically and make credible determinations about how to achieve the greatest return on their dollars. It is anticipated that a credible program could be run for about $3 million a year and a bare-bones effort for $1 million annually.

Summary of Costs:

* Based on costs engendered by analogous public education programs in other fields, it is estimated this program will require $5-6 million in "new" funds.

* In addition, some costs of the program will be borne by existing programs.

* Substantially scaled-down programs could be run at considerably reduced costs, but the effects would be concomitantly diminished. Still, programs costing $3 million and $1 million per year are envisaged as feasible.

VII Program Administration

Experience in other public education initiatives demonstrates that clearly defined roles and responsibilities and a manageable and logical structure are critical to the success of a program. The following, therefore, is a structure that adheres to the requirements of a public education campaign rather than to existing bureaucratic models.

It would seem most logical that the core direction of a multiculturalism public education program should be located in the Multiculturalism Sector. For maximum benefit and efficiency, one office unit with an overview of and access to all the elements of the Sector's programs should be charged with the co-ordination of public education.

The public education unit should act as liaison among and consult with, Offical Languages, Citizenship and State Ceremonial within the Department of the Secretary of State. These constitute the component parts of a unified thrust and therefore their respective promotional and educational efforts should be linked and mutually reinforcing.

Efforts in other departments or those that cross departmental lines could be co-ordinated by an inter-departmental committee, on a bilateral basis or through Treasury Board directive.

Within the public service, general messages should be government-wide while specific sensitization remains within the department, linked to the specific needs of each department's program delivery. With respect to the public, each department should carry the message to target groups among its specific clientele. Thus, for example, Employment and Immigration could carry the multiculturalism campaign to its clients couched in the appropriate idiom, and Indian and Northern Affairs could do the same for its client group.

To facilitate this, the public education unit should examine pertinent programs of other departments and, in consultation with them, identify ways the unit might assist them in forwarding the objectives of public education among their clients or the groups with which they deal. For example, the unit could provide articles for their publications or modules for thier films, exhibitions or conference kits.

The inter-departmental co-ordinating committee or corresponding mechanism could also serve as the basis for resource pooling in different program areas. Thus, for example, projects involving Multiculturalism, Telefilm and the Canada Council could be developed through this mechanism.

Meanwhile, to complement federal activities, public education efforts also should be undertaken by provincial and municipal governments as well as non-governmental ogranizations. Given the deep roots these bodies have within their respective jurisdictions, they are often ideally placed to deliver or provide access for the delivery of the multiculturalism message. Moreover, their involvement will help to dispel the image of multiculturalism as a policy pressed exclusively from Ottawa and exclusively by government. To this end, though, the public education unit should have an outreach mechanism capable of promoting activity at these

other levels and of inspiring the development of coalitions around public education undertakings. For example, a coalition involving a municipal government, business, labour, educators and youth might be formed to devise and conduct something akin to Participaction's "Saskatoon Project". Similar coalitions might be developed and assisted by the public education unit's clearing house to establish and operate local multicultural information and resource centres. The unit could support such local efforts by providing print, video or other resources as well as experience-based advice. In any event, an outreach component should be part of the public education structure; traditionally, outreach has been pursued with considerable success by the Sector.

Summary of Administration:

* Success demands that the program have a management body with clearly defined roles and responsibilities.

* Direction of the program should be lodged with a public education unit within the Multiculturalism Sector.

* The public education unit should consult with and act as liaison among related sectors within the Department of the Secretary of State and a mechanism should be established to facilitate inter-departmental co-ordination.

* While general messages are directed at the public service government-wide, the education of each department's staff and client body should be the responsibility of the department.

* The public education unit should have an outreach mechanism capable of promoting complementary action by other levels of government and non-governmental organizations.

APPENDIX A

Summary of Attitude Surveys on Multiculturalism

A summary of current public attitudes towards multiculturalism must begin with the acknowledgement that there are presently few reliable indicators of trends or shifts in public opinion on key aspects of multicultural policy. The 1976 study, Multiculturalism and Ethnic Attitudes in Canada by Berry et al, represents the only in-depth analysis of the subject to date, but since its publication, the multiracial composition of society has profoundly changed and multicultural policy itself has undergone significant developments. Therefore, the best that can be done is to assume the continued validity of the 1976 study and, where available, use the results of recent surveys to indicate possible deviation from it.

In recent years, pollsters measuring Canadian attitudes to immigration, have had a tendency to conduct surveys following sensational media events such as the Air India crash and the unauthorized landing of Tamil refugees. Perhaps because of these negative circumstances, their results have at times conflicted with other survey results indicating a slightly more positive attitude among Canadians toward immigration over the last decade. Essentially, these polls have done little more than underline the Canadian opposition to increased immigration, and perhaps demonstrate that if a questionnaire plants a negative suggestion, such as the one used by the Crop/Autumn 86 poll ("Overall, there is too much immigration to Canada"), more people will agree (66%) than if the questionnaire were free of bias, as in the Crop/Spring 86 poll (61%).

Certain groups, however, continue to express higher levels of opposition to immigration. According to a recent summary of statistical surveys, those with lower levels of education (83%) lower income (79%), the unemployed (76%) and the unskilled (78%) are the most vocal. There also is greater opposition among French-

speaking Canadians, residents of rural areas and residents of Manitoba and Saskatchewan than among other Canadians. The unemployment situation is cited by 72 per cent as the reason they oppose a more generous immigration policy.

A recent poll conducted in Quebec found that attitudes towards immigration policy are formulated without much reference to, or even basic knowledge about, the actual policy, indicating that expressed attitudes are not to be confused with informed opinions.

Canadians are in favour of allowing refugees into Canada (51%) and they approve current immigration levels and practices, as shown by two recent polls with almost identical findings. According to a 1987 Gallup poll, 13% of Canadians would increase current immigration levels, 42% favour maintaining current levels, while 41% feel present levels should be decreased. In 1986, the corresponding figures were 14%, 38% and 42%.

The 1976 study found ethnicity and socio-economic status to be the most important independent predictor of immigration attitudes and while recent polls tend to confirm that this is still the case, at least one poll suggests that residents of areas where there is a concentration of a certain visible minority group will more strongly oppose policies that appear to favour the immigration of members of that minority group. On the question of approving the government's decision to allow the Tamils to stay in Canada for a year while their refugee claims were processed, Canadians on the whole disapproved (51%), but disapproval was strongest in Ontario (58%), Toronto (63%) and British Columbia (61%), all areas that have large concentration of East Asians. And what is even more disturbing, one poll conducted in 1977 found that respondents were 10 to 15 times more likely to declare that Canada had admitted too many rather than too few immigrants when the question related to immigration from India and Pakistan.

Also, geographically, Manitoba and Saskatchewan seem to have come to replace the Atlantic provinces as sources of the most negative attitudes toward immigration, after Quebec.

A negative attitude towards increased immigration levels may be a defensive posture against a perceived economic or other kind of threat and should not, therefore, be taken as a general indicator of attitudes toward resident immigrants. The 1976 study found that Canadians were accepting of most kinds of immigrants, including those who were racially different. The only type of immigrants to receive negative ratings then were "immigrants from communist countries" and "anyone who wants to immigrate". The most acceptable were immigrants who could be useful to this country and those who were either educated or had skilled trades. This was at the level of opinion. Behavioral intentions, however, revealed that there was still some discrimination against immigrants, particularly against high status immigrant in a business relationship.

But while, according to that study, overt racism in Canada was low, preferences were clear, and placed Northern Europeans over Southern and Eastern Europeans, who, in turn, were rated more favorably than several other groups, including some that were physically different.

Many of the negative feelings Canadians have towards immigration tend to be based on misconceptions, such as the belief that immigrants increase the competition for jobs, that they import the conflicts and violence of their native lands, that they place a heavy burden on existing social programs, and, in view of the increase in non-European immigration, that they threaten the status of European ethnic groups.

Again, according to the 1976 study, Native people occupied a marginal position in the attitudes of Canadians who recognize their special status, which, however, failed to generate a set of positive attitudes towards them. Polls indicate that they and immigrants are the two groups thought by Canadians to be least deserving of increased financial assistance. Twenty-seven per cent of Canadians would reduce benefits now provided to Natives, while support for increased benefits has dropped from 54 per cent in 1981 to 44 per cent in 1985.

Multiculturalism must find a place in a world driven by economic forces and directed by individual values. Recent studies demonstrate that modern industrial values based on economic considerations have come to dominate traditional values based on religious and cultural heritage, and that individual values are now thought to be more important than collective ones. According to the most frequently quoted study on attitudes of multiculturalism, prepared by MII/Marketing Initiatives International Inc. in 1985, the highest collective value in Canada is to be a Canadian, while values such as self-respect, freedom, fairness and equality of opportunity each far outweigh the importance attached to the traditions of ancestors, religions, heritage and ethnic background. These turn out to be among the lowest rated values; only 24 to 35 per cent of Canadians hold them to be very important. Among those who support them are first-generation and older members of ethnic communities, while among those who do not are third-generation and younger members of ethnic minority groups.

Yet Canada is a multicultural society. MII found that 81 per cent of Canadians know this and 76 per cent think this to be a good thing. Almost as many, 74 per cent, agree that Canadians should do much more to learn about the customs and heritage of the ethnic groups in this country. Multiculturalism follows only the Prime Minister, the Flag and the National Anthem as the most important symbol of national unity, and is placed ahead of many other symbols like hockey or the Queen. Canadians perceive multiculturalism in a variety of positive ways: as a diversity of cultures, languages or groups (36%); as a diversity of groups living together in harmony (17%); as the equality of groups or individuals (8%), and another 17 per cent provide differing positive description. A mere 2 per cent view multiculturalism negatively, and only 16 per cent of Canadians find the term meaningless.

At the personal level, the Canadian response to multiculturalism is less positive, indicating that not nearly as many who perceive multiculturalism positively feel that it is relevant to their lives. Three per cent have a negative personal view, while 37 per cent

don't feel part of it: they either don't know what multiculturalism means to them personally or say it means very little. Positive notions include learning about or understanding different cultures (21%); being accepted as equal (8%); living together in harmony with different people (7%), and other positive concepts (24%).

Only 27 per cent of Canadians have heard of a federal body that deals with multiculturalism, but 51 per cent are aware of a multicultural policy which they believe favours permissive integration (people allowed to maintain old ways of life), rather than supportive integration (people are encouraged to maintain old ways of life). Thirty-seven per cent support what they understand the government's policy to be. Support is lowest among third-generation ethnic minority members.

Despite this low level of knowledge and the inaccurate perception of the government policy, Canadians on the whole are sympathetic to the plight of minorities. For example, 74 per cent agree that more should be done to promote equality of all ethnic and racial groups, and 67 per cent recognize the problems that exist for non-English and non-French groups in the economic sphere. However, Canadians oppose any compulsory affirmative action program that may be imposed by government upon their dealings with minority members.

Furthermore, Canadians distinguish between the fact of multiculturalism and its maintenance through government spending. And they are more likely to support financial efforts to promote another culture's entertainment and recreational aspects than the culture itself. Support for cultural festivals stands at 65 per cent, while support for the teachings of minority languages in schools is only 53 per cent, even though a resounding 84 per cent of Canadians feel that having many languages in Canada is a great benefit when doing business with other countries. Support for subsidized ethnic media (not including T.V.) is 46 per cent.

English and French Canadians demonstrate mutual acceptance within the context of multiculturalism, a state of affairs 60 per

cent of Quebecers approve of. But it is believed that this positive result could alter if the shift from bilingualism and biculturalism is allowed to increase the feelings of insecurity of French Canadians. While evaluating their own group very positively, French Canadians in the past have held the most negative attitudes toward other ethnic groups. This ethnocentric posture has been explained as reasonable for a culture that feels itself under seige in a predominantly English environment.

The more negative multicultural attitudes of French Canadians are in contrast to the virtually identical attitudes held by Anglo-Canadians and other ethnic groups as a whole. Continental European ethnic groups, however, want to see more conformity among the recent wave of immigrants, and look upon Canadians more favourably than do non-European groups.

The 'multicultural assumption', the assumption that confidence in one's own identity is a prerequisite for the development of positive attitudes towards others, was confirmed by the 1976 study which, however, found this assumption somewhat simplistic, and more than somewhat subjective in design. More accurately, intergroup tolerance can flourish only if individuals, secure in their cultural and economic context, feel that they belong to well defined group of which they have a positive, but objective appraisal free of defensiveness and exaggeration.

APPENDIX B

Summaries & Analyses of Past Public Education Campaigns

"Stay Real" Campaign

(Health and Welfare Canada Health Promotion)

In anticipation of changes in legislation, a three-year informational campaign was developed in 1983 to discourage cannabis use.

Preliminary studies provided a research base for the campaign. They showed that peer pressure is a strong influence in drug use, that decision to use drugs declines as young people grow older, and that there exists considerable confusion over the health effects of drug use.

The primary targets were youngsters between 10 and 18 years of age, and the medium chosen for its broad potential for reaching them was T.V. Thirty-second paid advertisements three times a week were aired on all major English and French networks using positive images and an objective, non-moralistic tone. Media planning took into account regional variations with respect to cannabis use.

The secondary targets were the parents, a large percentage of whom the T.V. ads would also reach. The medium chosen for them, however, was the consumer magazine, which is credited with a relatively long life. Parents also received an information pamphlet which accompanied the Family Allowance cheque.

A 24-page booklet consisting of factual information was developed with both groups in mind and provincial police and voluntary agencies were asked to promote it.

To evaluate the effectiveness of the campaign, an attitude survey aimed at both target groups was conducted annually.

The first objective, to create an awareness of the campaign among both groups, was well met.

After the end of the first year, 56 per cent, and at the end of the second year, 66 per cent of the primary target group recalled seeing the two T.V. ads used. Of these, 17 per cent had seen or written for the Stay Real booklet by the end of the first year, and 24 per cent by the end of the second. In addition, 15 per cent spontaneously mentioned the Stay Real slogan, and about two-thirds of those who recalled the Stay Real advertising were able to describe the sponsorship of the ads (39%): Health and Welfare (12%), federal government (6%) and government (11%). Furthermore, it was found, those who use marijuana tended to be more aware of the campaign than those who did not, suggesting that the campaign was reaching those at risk within the primary target group.

There was a lower level of awareness of the campaign within the secondary target group, 33 per cent after the first year, 38 per cent after the second, by which time 19 per cent had seen or heard of the Stay Real booklet.

Those who read the Stay Real booklet appeared to have increased their awareness of the health and social effects of cannabis use, which formed the second objective of the campaign.

The third objective, to develop a social climate supportive of non-use, failed if one goes by survey results alone, but considering the increases in the number of discussions the campaign generated, particularly among those who read the booklet, the campaign's impact on the social climate cannot be discounted.

Follow-up surveys detected no change in marijuana usage patterns, and so the fourth objective failed. However, there was a slight increase among those who claimed that they would not drive a car or motor-bike while under the effect of the drug.

Overall, the creation of a substantial awareness of the campaign resulted in discussions and the desire for more factual information on the subject. The campaign had not clearly affected attitudes towards marijuana use.

Non-Smoker "Generation Free" Campaign

(Health Promotion)

This five-year program, initiated in 1982, chose youngsters between 12-17 years of age for its primary target, parents of children 16 and under and children up to 11 years of age for its secondary target.

Prime and fringe time T.V. commercials, evoking positive feelings and emotions, appealed to independence and responsibility to others. Their message, that smoking is not normal, received exposure according to the prevalence of smoking in each region. T.V. ads were supplemented by print material, distributed in schools, as well as posters in malls and bus shelters.

The objectives of the campaign were: to reach the target groups; to persuade young people to remain smoke-free; to establish non-smoking as the norm; to establish a social climate conducive to non-smoking behavior, and to persuade parents and adults to be non-smoking role models.

Results showed that while the awareness of the campaign itself was high, about 30 per cent of the target audience was reached, awareness of the effects of smoking showed no change. Nor was there significant change in attitudes or behavior toward smoking. However, the campaign did produce a substantial increase in discussions about smoking among all target groups.

Selective Traffic Enforcement Program (S.T.E.P.)

(Transport Canada)

Preliminary studies showed that the presence of seat belts does not guarantee their utilization and that, without enforcement, seat belt legislation has only a mild long-term impact on the practice of seat belt use.

Although Ontario was already in a post-legislative period, this Ottawa S.T.E.P. adopted an abbreviated version of the basic enforcement model which has three phases: pre-legislation (education), legislation (warning) and post-legislation (enforcement/education). At a major news conference at the start of the program, both the current seat belt usage rate (58%) and the target rate (80%) were announced.

The pre-legislation and legislation phases were collapsed into one week. During this time the general public was informed of the value of seat belts and the details of the law. So were the police. This warning period, while seat belt resisters were cautioned by police, also served to educate the public of the impending enforcement program and to reduce any conflict in the policeman's perception of its fairness. At the end of this period, police reviewed enforcement strategies which were designed, in part, to make their presence highly visible: they would patrol high traffic volume locations and make some use of road blocks.

The post-legislation period lasted four weeks. Public education concerning the safety-value of seat belts now concentrated on their proper use. Displays were set up in shopping centres, pamphlets were distributed by police and films were shown in public places. This persuasion through education was supplemented by a show of force. During this time roughly ten times the average number of citations were handed out. At the end of each week the media reported the number of fines and the current usage rate.

As the objective probability of being caught for not wearing the seat belt increased, increases were also observed in the Ottawa

motorist's subjective probability of being charged, and his negative response to seat belts and seat belt legislation. However, by the end of the four weeks, seat belt use rose from 58 per cent to 80 per cent.

With the termination of increased enforcement, seat belt use dropped slightly to 77 per cent a month later and was at the 70 per cent rate when the final survey was conducted five months after that. By this time attitudes to seat belts and seat belt legislation were much the same as before the program, only slightly more negative.

Results show that publicized enforcement of legislation has the effect of motivating compliance in the short term. And while it may facilitate habit formation in the long-term, a single STEP does not clearly influence pre-existing attitudes. However, there is evidence that repeated STEPs will be as effective as the initial program and that definite long-term increases in seat belt use rates can be obtained.

A successful long-range program would have to set its objectives higher (100% compliance), persuade police officers to constantly enforce seat belt laws, plan periodic blitzes of enforcement and find ways of generating positive, high-impact news over a period of years (Seat Belt Survivor's Clubs?).

This program, by engaging the co-operation of volunteers and the media, and by redirecting existing manpower towards its end, incurred no cost for its sponsor.

The National Program to Reduce Tobacco Use

(Health Promotion)

The rationale for this program is the premise that smoking is Canada's leading preventable health problem. This program takes encouragement from the evidence that the public supports initiatives for a smoke-free environment, and recognizes the

existing framework for a strong national effort. Accordingly, the National Program proposes a national strategy to reduce tobacco use through cooperative, collaborative action.

In 1985 a steering committee, made up of representatives from national health organizations and government bodies, was formed with the following terms of reference: To consider areas of cooperation and division of responsibilities among government and non-government bodies; plan implementation strategies with programs and priorities to achieve the Program's objectives; to develop terms of reference for a national clearinghouse; to develop processes and procedures to encourage the involvement and support of the private sector, and to identify research activities to assist in the ongoing development and evaluation of the Program.

The committee adopted three major goals and set specific objectives for each. The first goal is to protect the health and rights of non-smokers, the second is to help non-smokers stay smoke-free (prevention), and the third is to encourage and help those who want to quit (cessation). Each goal has specific short and long-term objectives, to bring about the desired changes by 1990 and 2000 respectively.

Recognizing the multi-faceted nature of the problem, the Program advanced seven strategic directions as the basis for a comprehensive approach:

Legislation: The Program strives to bring about legislation or appropriate measures that clearly reflect the status of tobacco as a dangerous, addictive drug.

Access to Information: The Program undertakes the establishment of a national clearinghouse on tobacco and health, the identification and assessment of individual and community information needs and the production of print, visual and other resources to provide the public with current information.

Availability of Service/Programs: The Program undertakes to improve the availability of existing services and programs and to develop, evaluate and promote effective non-smoking policies and cessation programs.

Message Promotion: This involves the promotion of a supportive environment for reduced smoking through intensive and continuous advertising and communication campaigns for primary target groups. It also entails the refinement of these media messages through non-media channels and a credible spokesperson. Message promotion aims to create an awareness and understanding of the tobacco issue through discussion and consensus building.

Support for Citizen Action: To better equip individuals and groups to shape their own environments and to strengthen communication links among organizations in the field, the National Program undertakes to encourage voluntary, community-based action by extending support to community groups for community action research, preparation of information and education materials, group training and advocacy. It also facilitates communication and networking among groups by means of conferences, workshops and newsletters.

Intersectoral Policy Coordination: The Program appeals to the private sector and all sectors of government (the most relevant being agriculture, transportation, finance, education and consumer affairs) to explore opportunities for the promotion of non-smoking and to take a health-based approach in the development of policies and programs relating to the tobacco issue.

Research/Knowledge Development: The Program identifies the gaps in current knowledge and data that need to be filled and points to the need for ongoing surveys of tobacco use (by Canadians with varying demographic characteristics) in order to aid planning at the regional level. It points to the need for evaluation of the efficiency and cost effectiveness of non-smoking program measures and for consistent and cooperative program evaluation methods.

The National Program is a shared program between the federal government, provincial government and voluntary organizations. Federal government input has been around 600,000 per year in the non-media category and in the $1,350,000 a year range in the media category during the last four fiscals.

The breakdown of the current fiscal year's advertising budget of $1,335,000 is as follows. $920,000 for T.V. time, 10 to 12 weeks' worth for the 12-17 year old target group, $345,000 for production of T.V., Public Service and radio advertisements, and $70,000 for print materials.

The strategy of regionalizing commercials according to smoking prevalence had to be abandoned, it seems that this consideration gets lost in the overall process of marketing.

Non-media government funding has been $600,000 a year. The following are examples of the kinds of projects financed. the development of five educational programs aimed at smoking prevention, pre-school education and demonstration projects; the maintenance and updating of the national clearinghouse of information relating to the true cost of smoking. This clearing house function costs $135,000 a year -- the federal government pays half, the other half is funded by the provinces and NGO's. Conferences are also funded: the two day conference on "Women and Smoking" cost $50,000.

Participaction

Sports Participaction Canada was founded in 1971 as a non-profit organization with the aim of promoting improved physical fitness in the average Canadian who, it was found, was overweight, lacked sports facilities and did very little physical exercise.

To persuade Canadians to exchange their sedentary lifestyle for a more active one, an information campaign was launched with the

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the Participaction campagin.

Over the years, Fitness Canada maintained an arm's length relationship with Participaction, leaving it to function independently, but two years ago that changed when a Canada Fitness Survey identified four major problem groups in fitness: youth, seniors, the disabled and employees. Participaction's targets are now dictated by Fitness Canada.

Currently, Participaction receives $860,000 a year from Fitness Canada, and approximately the same from corporate sponsors. Its 1987-88 operating budget of $1.2 million is divided equally between media production, media operating costs (salaries, benefits, travel), management and sponsorship (salaries, consulting fees, PR) and general administration.

APPENDIX C

Multiculturalism Activity

Financial resources for Multiculturalism's various communications initiatives come from three sources in 1986/1987; the ethnic and mainstream advertising budget ($920,000) and the Government Wide Community Media Advertising Program ($3.4 million). Broken down for the year, the advertising budget was spent in the following manner: a $500,000 ethnic media buy (print and electronic), $200,000 on ethnic productions (print and electronic), $140,000 on a film project and $100,000 towards 1987/1988 production. The remainder of Multiculturalism communications budget ($587,600), was spent on program promotion.

According to the Estimates, in 1985-86, Multiculturalism Activity was allocated $21,130,000 of which 75 per cent went on grants and contributions and a further 11 per cent on salaries and employee benefits. The activity had five "components", or strategic directions, that were reflected by 'activities', which alone were funded.

Socio-Cultural Integration Component: The primary thrusts of this component were group and community development, immigration, integration and intergroup relations: Community Development; Cultural Integration; Intercultural Communications.

Cultural and Academic Resources Component: Concern here was with cultural retention through support for supplementary heritage language schools, performing and visual arts, writing and publications and ethnic studies. Financial and technical assistance was provided, on the basis of established criteria, for operations, programs and projects: Cultural Enrichment; Performing and Visual Arts; Writing and Publications; Canadian Ethnic Studies.

Race Relations Component: Through the funding of the various activities already mentioned, this component undertook to promote the elimination of racial discrimination through the awareness and understanding of cultural differences. This included initiatives with police, labour, municipal and education institutions, as well as some demonstration projects.

Policy, Research and Analysis Component: This component undertook to increase, through research studies and analyses, the database which supports policy development, and undertook special projects with other government departments to increase the sensitivity of multicultural issues in policies and programs of the federal government. It also supported liaison with the provinces and has provided analyses of provincial multicultural issues. In the past, it undertook a range of research projects in such areas as residential concentrations, socio-economic profiles and small business participation.

Public Education and Special Initiatives Component: This component provided resources for a comprehensive communication program for the Multicultural Activity. It was responsible for planning, developing and, in conjunction with the Communications Branch of the Department, the dissemination of information among the Activity's target audiences.

APPENDIX D

Sources

List of Interviewees

Guy Adam
Social and Cultural Director
Canadian Labour Congress

Carol McLeod
Canadian Federation of Labour

Catherine McLeod and June Zeecock
Ontario Federation of Labour

Darrell Paul
Director of Native Employment and Affirmative Action
DIAND

Nancy Greenway
Assistant Director
Cultural and Education Centres Program
DIAND

Steve Neiman
Program Officer
Planning and Program Management Branch
Employment and Immigration Canada

Faye Taylor
Corporate Affairs Directorate
Employment and Immigration Canada

Mike Brascoupe
Native Employment Program
Public Service Commission

Vicky Schmolka
Public Legal Education and Information
Department of Justice

Jean Guerette
Acting Director
Public Interest and Access Policy
Department of Communications

Ian Ironside
Marketing Analysis and Special Projects
Department of Communications

Louise Morrisette
Domestic Communications Division
External Affairs Canada

Grant Smith
Roads Safety Branch
Transport Canada

Gerard Finn
Acting Director
Policies, Analysis and Liaison Directorate
Promotion of Official Languages
Secretary of State

Jim Howey
Chief, Promotion and Education
Citizenship Registration
Secretary of State

Nancy Spence and Maria Swarack
Communications Branch
Commissioner of Official Languages

Dr. Walter Temelini
University of Windsor

Dr. Lila Fahlman
National President of Moslem Women's Association

Pat Thompson
Multicultural Association of Nova Scotia

Dr. Vincent D'Oyley
Faculty of Education
University of British Columbia

Andrew Cardoso
Consultant to the Standing Committee on Multiculturalism

Manuel da Costa
Acting Director
Community and Cultural Affairs
Multiculturalism Canada

John Dennison
Acting Director
Race Relations Directorate
Multiculturalism Canada

Keith Richardson
Senior Officer
Educational Resources
Multiculturalism Canada

Michael Leigh
Executive Director
Canadian Multiculturalism Council

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APPENDIX E

Other Federal Programs with Multiculturalism-Related, Public Education Elements

Department of the Secretary of State

Human Rights Activity: ($2,391,000 in 1985-86) Aside from the preparation and dissemination of resource materials, this Activity ogranizes and participates in seminars, workshops and conferences; provides advice on the human rights aspects of policies and programs being developed by other organizations; prepares human rights studies, research, trends analysis, issue and policy papers, and is involved in meetings related to Canada's international human rights obligations.

This Activity provides financial assistance primarily in support of the human rights initiatives of non-governmental organizations. Between 1985 and 1988, priority is being placed on youth and disadvantaged groups whose rights are most threatened.

In 1986-87 the Human Rights Education and Promotion Program funded eleven national projects at the cost of $377,000 and seventy-seven provincial projects at the cost of $598,000.

The national programs included the publication of the book Human Rights from a Canadian Perspective ($5,000); a summer college program to provide training for educators, human rights activists, trade unionists and community workers ($68,000), subscription campaign to support a human rights publication ($25,000); a public education project consisting of a conference, the publication of three issues of the Canadian Rights and Liberties Federation magazine and information and referral services ($63,000); the development of model teaching units on human rights for use in the primary schools ($85,000), and a French-language

video and student handbook ($75,000).

Native Citizens' Directorate. Still within the Department of Secretary of State, the Native Citizens' Directorate has four programs.

The Native Friendship Program ($17,083,000 for 1986-87) contributes to the improvement of the quality of life of aboriginal people in an urban environment. It provides support to activities developed by aboriginals which facilitate equal access to opportunities, promote fuller participation in Canadian society, and fosters respect for aboriginal cultural distinctiveness.

The funding is divided among 104 centres across Canada and supports core activity, training, capital spending, special projects, bilingual communications and community interaction.

Administered by the National Association of Friendship Centres, the community interaction activity provides any native or qualifying non-native, and non-profit organizations with resources to address a spectrum of urban native social, cultural and political issues. This activity currently spends $25,000 for community workshops, consultants and pilot projects.

The Native Communications Program ($4,220,000 in 1986-87) endeavors to enable aboriginal people to develop and control modern communications networks.

This program, which operates at the national, regional and local level, offers support for existing core activities, training, special projects and community radio and media workshops that are designed to provide an exchange of ideas, skills and media-related information for existing Native Communication Societies.

Native Social and Cultural Development ($2,050,000 in 1986-87) undertakes to enhance the unique identity of aboriginal Canadians and to encourage their increased participation within

Canadian society, as well as to promote understanding and appreciation between aboriginal citizens and the larger community. Another of its concerns is to assist in the retention and revitalization of aboriginal languages.

This program finds expression in such projects as life-skill workshops, leadership training seminars, community development activities and the active participation of native people within voluntary organizations.

The Aboriginal Women's Program ($2,366,000 in 1986-87) undertakes to promote and advance the participation of aboriginal women in relevant social, economic, legal and political affairs in order to improve their status both within their communities and in Canadian society at large. This program concentrates on skill development projects.

Promotion of Official Languages Branch: The branch operates the Official Language Communities Program and the Promotion of Official Languages Program. These programs provide financial assistance to non-profit organizations so they may operate and hold meetings in the two official languages and work with organizations that promote the official languages. They offer financial and administrative assistance to anglophone organizations in Quebec and francophones elsewhere in Canada, provide access to public service language courses for non-public service members at a rate of $3.00 per hour, publish a booklet listing all places offering language training, as well as Option, a publication aimed at the private sector which extols the advantages of operating in two official languages. Finally, they provide financial assistance to other governmental levels to develop services in both languages.

Of the $30 million-a-year budget, $20 million is spent on minority communities, $6 million on provincial governments and $2 million on voluntary organizations.

One acknowledged weakness of the program is that it lacks the visibility and public awareness its promoters wish for. At the same time, it must deal with the problems of mistaken perceptions and fears over official language promotion, ensure that the promotion of the two official languages is not seen as downplaying the importance of other languages, and see that promotion is seen as ensuring equality, not superiority.

Citizenship Activity: The responsibilities of this program emanate from the Citizenship Act. They include actively encouraging people to become citizens, supporting and facilitating those who want to become citizens by ensuring that they will be able to pass their interviews with a citizenship judge and, in a broader sense, conducting a public education strategy to inform Canadians of what it takes to be a good citizen with the message: Vote and participate. It's targets are schools and community groups. Currently $45,000 is allocated for co-sponsoring, along with the Canadian Education Association, citizenship education within the school system.

Promotion involves the organization of special events, such as the celebration of the 40th Anniversary of the Citizenship Act, as well as the sponsorship of National Citizenship Week on which $355,000 is spent each year: $200,000 for advertisements in community and multicultural press, $65,000 for transit advertising and $15,000 for the provision of copy services. An additional $75,000 is now proposed for public service announcements on radio and T.V. as well as additional funds to cover the cost of distribution to department client groups.

This activity spends $100,000 annually on slide, tape and video productions on how to become a citizen, the printing of brochures and posters, and special public relations items such as buttons, stickers and certificates. It also has a current budget of $150,000 for advertising.

Advertising takes the form of insertions in community and ethnic press, transit advertising, public service announcements on radio and T.V. and some radio and T.V. advertisements in ethnic media.

Current concerns are with adult immigrants and the quality of citizenship instruction. In this connection, $70,000 has been allocated to study and review the quantity and quality of citizenship education and to produce a standard teacher's guide.

Citizenship Registration: Language training is provided within the context of citizenship preparation. This is an open-ended program whereby Citizenship reimburses the provinces up to 50% of the cost of teachers' and supervisors' salaries, which in 1986-87 accounted for 96% of the total $8 million spent. The other 4% went towards text books.

A pilot project aimed at the language training of immigrant women cost $1 million. This is a direct funding project to community organizations and covers child care costs.

Other language programs are funded by Citizenship but are administered by Official Languages in Education.

Programs in Other Departments

Canadian International Development Agency

CIDA has a Public Participation Program whose purpose is to make Canadians aware of international trade and development issues. The main target groups of this program are youth, institutions (churches, unions, business) and the general public.

One component of this program is the partial funding of 29 Learning Centres located in various cities across Canada. These centres are community based and provide aid to the Program's target groups concerning development issues which have a tendency to reflect multicultural themes. Aid to target groups comes in three forms: the provision of information through a resource centre format, co-ordination of activities for groups dealing with international development issues and finally, through an animation function that reaches out to specific target groups like schools.

The Learner Centres are partially funded on a contribution basis by the Public Participation Program which, last year, averaged between $75,000 to $100,000 per centre for a total of $2.5 million. Remaining funding comes from various sources including Secretary of State due to the close relationship that exists between international development and Canada's ethnic communities.

External Affairs

The Foreign Policy and General Communications Bureau of External Affairs has two Divisions that give the multiculturalism theme priority in their communications. The External Communications Division just recently published one of it's Fall 1987 Canada Reports magazine with multiculturalism as a major theme. This Division places a high priority on projecting an image abroad of Canada as a multicultural society through its foreign service posts.

The Domestic Communications Division, on the other hand, has a policy of using ethnic press to keep communities informed about stories and events that may be of interest. To understand the information needs of the ethnic communities, this Division maintains close contact with key figures within the different groups and also provides the service of a speakers program.

Resources for multicultural communications are limited to one person year in the case of the Domestic Communication Division, and to overall themes, in the case of the External Communication

Divisions' media.

Employment and Immigration Canada

Employment and Immigration developed a three-day training package for all of its regional employees in order to sensitize them to the cultural differences that exist among their different client groups with the hope of improving service delivery.

This nationally designed package was developed by an outside consultant costing $85,000. The cost was shared by EIC (90%) and Secretary of State (10%).

The program is delivered by the regions out of their training budgets. Originally, those people chosen by the regions to teach the course were screened using psychological tests to weed out bigots and over-zealous liberals. Those who passed the screening test were then trained to give the course.

National headquarters in Ottawa plays a monitoring role and deals only with administrative problems.

Up to now, the smaller regions have completed their respective courses, which have been in operation since spring of 1986.

All regional employees, from receptionist to upper level management, must take the course. The course's primary goal is to sensitize those delivering government services to ethno-cultural differences encountered when dealing with their respective client groups.

No evaluation methods exist to measure the effectiveness of the course other than student evaluations that attempt to improve course delivery.

EIC's Immigrant Settlement and Adaptation Program has a budget of $4,394,000 with which to provide direct essential settlement and adaptation services to newly-arrived immigrants on

a purchase-of-service basis. This program normally works through non-government organizations, is concerned with the immigrants' first year in this country and covers reception, orientation, translation, referrals, information and employment-related needs. After the first year, funding is shared between EIC, Multiculturalism Directorate and the provinces.

EIC also provides language training of immigrants who are deemed ready for the workforce with so-called job strategy funds. This is done strictly on a referral basis, and last year cost $60 million.

Department of Indian and Northern Affairs Canada

This department is currently in the process of developing a two-day training package aimed at sensitizing its employees to native culture. The sensitizing is in the context of affirmative action guidelines and is not aimed at improving services delivered by the department to its client groups. The program is aimed at senior managers, junior managers and regional people.

Another program, the Cultural/Education Centres Program, funds projects completely controlled by local bands and native organizations. Its objectives include the review and development of traditional cultural skills; research into Inuit/Indian heritage and culture; the encouragement of increased use of Inuit/Indian languages; the development of a culturally oriented curriculum; the promotion of cross cultural awareness, and the creation of opportunities to educate the general public to Indian tradition. A total of $70 million is divided among 70 centres, where the Cultural/ Education component is only one of six or seven eligible for funding.

Commissioner of Official Languages

Official Languages has a public education program aimed at youth and a strategy for other targets (francophones outside Quebec and anglophones inside Quebec, civil servants, the general public) is being developed. The program's objective is to inform the public of official-language policy and the Official Languages Act and to explain what it means. With one-third of Canadians opposing the official language policy, the programs intent is to inform the minority and sensitize the majority.

Within the Youth Program, groups are targeted according to age, and special products are developed for them, such as posters and audio-linguistic kits. Over a seven year period, the development, printing and distribution of two games, a million of 'Oh! Canada 2' and half a million of 'Explorations Kits' cost $1,583,479 and $3,405,302 respectively. The first figure includes the printing costs for 200,000 copies of the poster map, 'Languages of the World', and 100,000 copies of the booklet The Language File.

The strategy of the Youth Program is to establish support for Canada's language duality in a multicultural context by informing young people about the official status of French and English; by increasing their awareness of where these languages are spoken and by whom, and by sensitizing them to linguistic rights seen from both a majority and minority viewpoint.

In 1986-87, the Communications Branch has a budget of $2,876,000, aimed, in large part, at the Youth Program.

APPENDIX F

PROGRAM DESCRIPTION

TARGET GROUPS:
BROAD PUBLIC & GENERAL

YEAR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
ONE	1. ADMINISTRATION	a. Program administration (py's	-	100	100				Costs for administration are bugetted at approx. 10% of program costs.
		b. Consultants	-	100	100				
		c. Administrative costs (travel etc.)	-	100	100				
		TOTAL AREA				-	300	300	
	2. PUBLIC AWARENESS/ PROMOTION	a. Planning of basic thematic approach.	-	50	50				a. Costs of planning and organizing in initial stages.
		b. Production of commercials (English & French)	-	300	300				b. General commercials on M/C theme.
		c. TV advertising							
		i. National	-	1000	1000				c. i. Cost of advertising on national TV.
		ii. Regional	-	200	200				ii. Cost of advertising on local/regional TV.
		d. Print production	50	100	150				
		e. Print advertising							
		i. National/General	20	100	120				e. i. Advertising in mass national print media.
		ii. Major target groups (e.g. unions, church)	20	30	50				ii. Advertising in special or narrow target press.
		f. Special publications	20	30	50				f. Promotional flyers etc.
									(b-f extrapolated from anti-smoking campaign).

PROGRAM DESCRIPTION

TARGET GROUPS:
BROAD PUBLIC & GENERAL

YEAR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
		g. Government mailings (family allowance, pension cheques)	-	60	60				g. Mass mailings to pensioners & mothers.
		h. Special events							h. i. Based on other Secretary of State budget.
		i. Unveiling of Act	-	-	-				ii. Based on premise that theme of Canada Day will be "herigage".
		ii. Canada Day	-	-	-				
		TOTAL AREA				110	1870	1980	
	3. DATA COLLECTION & DISSEMINATION	a. General attitude testing	-	200	200				a. Establishment of general data base & future reference base model.
		b. Establishment of clearing house.							b. Based on AIDS & anti-smoking experience.
		i. National	-	50	50				ii. Based on assumption that provinces will match funds.
		ii. Regional	100	100	200				
		TOTAL AREA				100	350	450	
	4. PLANNING & DEVELOPMENT	a. Identification & accessing of elites	-	50	50				a. Research & establishment of contacts with elites of target groups.
		b. Conferences for major elite groups	50	200	250				b. Initial access & education of elites of target groups (for conferences)
		c. Design of public education materials							c. Preliminary research & design of A/V & print for target groups.
		i. Schools	50	50	100				
		ii. Unions	-	50	50				

PROGRAM DESCRIPTION

TARGET GROUPS:

BROAD PUBLIC & GENERAL

YEAR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
		iii. Professional groups	50	50	100				d. Design of high profile multi-use television series on M/C.
		iv. Service organizations	50	50	100				e. Full scale demonstration project based on "Participaction" model.
		d. TV Series Design	-	100	100				f. Planning of conferences to take place in intermediate stage of 5 year program.
		e. Design of "Saskatoon" demonstration model	-	100	100				
		f. Future conferences, planning	-	50	50				
		TOTAL AREA				200	700	900	
	5. EVALUATION	a. Spot attitude testing, focus groups.	-	65	65				a. To measure success and/or specific areas/attitudes.
		b. Program evaluation	-	100	100				b. Research information measurement of program success.
		c. Project evaluation							c. Automatic 5% allocation of all grant budgets (within existing budgets).
		TOTAL AREA				-	165	165	
	TOTAL YEAR					410	3385	3795	

PROGRAM DESCRIPTION

TARGET GROUPS:

BROAD PUBLIC & GENERAL

YEAR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
TWO	1. ADMINISTRATION	a. Program administration (py's)	-	100	100				All costs calculated in constant $'s. Administrative costs are budgetted at approximately 10% of program costs.
		b. Consultants	-	100	100				
		c. Administrative costs (travel etc.)	-	100	100				
		TOTAL AREA				-	300	300	
	2. PUBLIC AWARENESS/ PROMOTION	a. Commercials production (English & French)	-	300	300				a. New message with greater specificity.
		b. TV advertising							b. Advertising budget decreased because no unveiling of Act and other activities are increased.
		i. National	-	800	800				
		ii. Regional	-	200	200				
		c. Print production	50	100	150				c-f: Activities same as in previous years but different messages.
		d. Print advertising							
		i. National/General	20	100	120				
		ii. Major target groups (e.g. unions, churches)	20	30	50				
		e. Special publications	20	30	50				
		f. Government mailings	-	60	60				
		TOTAL AREA				110	1620	1730	

PROGRAM DESCRIPTION

TARGET GROUPS:

BROAD PUBLIC & GENERAL

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
3. DATA COLLECTION & DISSEMINATION	a. General attitude testing	-	100	100				a. Continued testing using year one as a reference base.
	b. Clearing house							
	i. National	-	50	50				
	ii. Regional	100	100	200				b. Continued clearing house activity in Ottawa and regions.
	TOTAL AREA				100	250	350	
4. IMPLEMENTATION OF MEDIUM TERM PROGRAMS	a. Elite conferences	50	200	250				a. First stage of elite sensitization for education of their constituencies.
	b. Demonstration projects	-	250	250				
	c. Production/Distribution of print/posters etc.	50	50	100				b. Continuation and expansion of "Saskatoon" model demonstration project.
	d. Reinforcement participaction programs.	-	100	100				
	TOTAL AREA				100	600	700	d. Establishment of programs involving active participation for reinforcement purposes.

PROGRAM DESCRIPTION

TARGET GROUPS:

BROAD PUBLIC & GENERAL

AR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
	5. PLANNING & DEVELOPMENT OF LONG-TERM PROJECTS	a. Production of TV & mixed media series	-	200	200				a. Beginning of long-term TV series on M/C together with other groups, e.g. telefilm, E/C etc.
		b. Production of mixed media curricular materials for schools.	-	200	200				b. Start of production of school materials
		c. Production of mixed media materials for major groups/ mass penetration.	100	400	500				c. Start of production of materials for use by major target groups, e.g. union, law enforcement groups, etc.
		TOTAL AREA	\	\	\	100	800	900	a-c: is spread over two fiscal years.
	6. EVALUATION	a. Spot attitude testing	-	65	65				a. Reinforcement and evaluation testing.
		b. Program evaluation	-	100	100				b. Research on evaluation.
		c. Project evaluation	-	-	-				c. 5% component of every M/C grant.
		TOTAL AREA	\	\	\	-	165	165	
	TOTAL YEAR					410	3735	4145	

PROGRAM DESCRIPTION

TARGET GROUPS:

BROAD PUBLIC & GENERAL

EAR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
REE	1. ADMINISTRATION	As in year two (constant $)							
		TOTAL AREA				-	300	300	
	2. PUBLIC AWARENESS PROMOTION	As in year two (constant $)							Year three is a continuation of activities in year two. This is the intermediate stage and activities require approximately 24 months. All figures are given in constant dollars.
		TOTAL AREA				110	1620	1730	
	3. DATA COLLECTION & DISSEMINATION	As in year two (constant $)							
		TOTAL AREA				100	250	350	
	4. IMPLEMENTATION OF MEDIUM-TERM PROGRAMS	As in year two (constant $)							
		TOTAL AREA				100	600	700	

PROGRAM DESCRIPTION

TARGET GROUPS:

BROAD PUBLIC & GENERAL

R	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
	5. PLANNING & DEVELOPMENT OF LONG-TERM PROJECTS	As in year two (constant $)							
		TOTAL AREA				100	800	900	
	6. EVALUATION	As in year two (constant $)							
		TOTAL AREA				-	165	165	
	TOTAL YEAR					410	3735	4145	

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PROGRAM DESCRIPTION

TARGET GROUPS:

BROAD PUBLIC & GENERAL

EAR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
OUR	1. ADMINISTRATION	a. Program administration (py's)	-	100	100				Costs calculated in constant $. Administrative costs are budgetted at approximately 10% of program costs.
		b. Consultants	-	100	100				
		c. Administrative costs	-	100	100				
		TOTAL AREA				-	300	300	
	2. PUBLIC AWARENESS/ PROMOTION	a. Production of commercials (English & French)	-	300	300				Same constant dollars as in previous years but message modified to accommodate changing thrust as dictated by new conditions.
		b. TV advertising							
		i. National	-	800	800				
		ii. Regional	-	200	200				
		c. Print production	50	100	150				
		d. Print advertising							
		i. National/General	20	100	120				
		ii. Major target groups (e.g. unions, church)	20	30	50				
		e. Special publications	20	30	50				
		f. Government mailings		60	60				
		TOTAL AREA				110	1620	1730	

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PROGRAM DESCRIPTION

TARGET GROUPS:

BROAD PUBLIC & GENERAL

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
3. DATA COLLECTION & DISSEMINATION	a. General attitude testing.	-	100	100				a. General testing using year one as a reference base.
	b. Clearing house							b. Continued clearing house activity in Ottawa and regions. Provinces provide matching funds.
	- National	-	50	50				
	- Regional	100	100	250				
	TOTAL AREA				100	250	350	
4. IMPLEMENTATION OF LONG-TERM PROGRAMS	a. Distribution of TV & multi-media series/materials	-	300	300				a. Post production, promotion & distribution broadcast.
	b. Distribution of mixed media, curricular materials for schools	100	300	400				b. Same as "a".
	c. Distribution of materials for major group mass penetration.	100	400	500				c. Same as "a".
	TOTAL AREA				200	1000	1200	
5. EVALUATION	a. Spot attitude testing	-	65	65				
	b. Program evaluation	-	100	100				
	c. Project evaluation	-	-	-				
	TOTAL AREA				-	165	165	
TOTAL YEAR					410	3335	3745	

PROGRAM DESCRIPTION

TARGET GROUPS:

BROAD PUBLIC & GENERAL

EAR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
IVE	1. ADMINISTRATION	As in year four (constant $)							
		TOTAL AREA				-	300	300	
	2. PUBLIC AWARENESS/ PROMOTION	As in year four (constant $)							
		TOTAL AREA				110	1620	1730	Year five is a continuation of activities in year four. This is the long-term stage and activities require approximately 24 months. All figures are in constant dollars.
	3. DATA COLLECTION & DISSEMINATION	As in year four (constant $)							
		TOTAL AREA				100	250	350	
	4. IMPLEMENTATION OF LONG-TERM PROGRAMS	As in year four (constant $)							
		TOTAL AREA				200	1000	1200	
	5. EVALUATION	As in year four (constant $)							
		TOTAL AREA				-	165	165	
	TOTAL YEAR					410	3335	3745	

PROGRAM DESCRIPTION

TARGET GROUPS:

ETHNOCULTURAL COMMUNITIES

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
1. ADMINISTRATION	a. Program administration (py's)	-	65	65				Costs for administration are budgetted at approx. 10% of program costs.
	b. Consultants	-	65	65				
	c. Administrative costs (travel etc.)	-	65	65				
	TOTAL AREA				-	195	195	
2. COMMUNITY AWARENESS/ PROMOTION	a. Planning of basic thematic approach.	-	25	25				a. Costs of planning & organizing initial stages
	b. Production of radio commercials (English, French & Heritage Languages)	50	50	100				b. Radio commercialls specifically directed to communities
	c. Radio advertising	75	100	175				c. Costs of advertising on ethnic radio programs
	d. Production of TV commercials (English, French & Heritage Languages)	-	300	300				d. Generic and specific TV commercials for communities
	e. TV advertising	-	500	500				e. Costs of advertising on general & ethnic programs
	f. Print production	25	50	75				g. Advertising in general & ethnic media.
	g. Print advertising	25	100	125				h. Promotional flyers etc.
	h. Special publications	10	15	25				i. i. Based on other budgets in Secretary of State
	i. Special events							ii. Based on premise that theme of Canada Day will be "Heritage".
	i. Unveiling of Act	-	-	-				
	ii.Canada Day	-	-	-				
	TOTAL AREA				185	1,140	1,325	

PROGRAM DESCRIPTION

TARGET GROUPS:
ETHNOCULTURAL COMMUNITIES

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
3. DATA COLLECTION & DISSEMINATION	a. Community attitude testing, focus groups.	-	100	100				a. Establishment of general data base for future attitude testing
	b. Community clearing houses.	75	75	150				b. Community clearing house as established in conjunction with community organizations.
	TOTAL AREA				75	175	250	
4. PLANNING & DEVELOPMENT	a. Identification & accessing of community elites.	-	-	-				a. Maintenance of contacts with community elites.
	b. Conferences for elites.	50	100	150				b. Access & education of target group elites.
	c. Design of public education materials for community groups.	50	100	150				c. Preliminary research & design.
	d. Design of demonstration projects, e.g. "heritage regions", "community exchanges", etc,	-	50	50				d. Design of demonstration project.
	e. Design of inter-communal TV programs.	-	50	50				e. Design of multi-use educational TV programs for communities.
	f. Future conference planning.	-	50	50				f. Planning of conferences to take place in intermediate stage of 5 year program.
	TOTAL AREA				100	350	450	g. Automatic 5% allocation of all grant budgets.
5. EVALUATION	a. Project evaluation	-	30	30				a. Automatic 5% allocation of all grant budgets.
	TOTAL AREA				-	30	30	
TOTAL YEAR					360	1,890	2,250	

PROGRAM DESCRIPTION

TARGET GROUPS:

ETHNOCULTURAL COMMUNITIES

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
1. ADMINISTRATION	a. Program administration (py's)	-	65	65				All costs calculated in constant dollars. Administrative costs are budgetted at approx. 10% of program costs.
	b. Consultants	-	65	65				
	c. Administrative costs (travel etc.)	-	65	65				
	TOTAL AREA				-	195	195	
2. COMMUNITY AWARENESS/ PROMOTION	a. Production of radio commercials (English, French & Heritage languages)	-	50	50				a. Changing messages b. Advertising budget should decrease because no unveiling of Act and other activities are increased. c-f: Activities same as in previous years but different messages.
	b. Radio advertising	100	100	200				
	c. Production of TV commercials (English, French, Heritage languages)	-	300	300				
	d. TV advertising	-	500	500				
	e. Print production	25	50	75				
	f. Print advertising	50	100	150				
	g. Special publications	10	15	25				
	TOTAL AREA				185	1,115	1,300	
3. DATA COLLECTION & DISSEMINATION	a. Community attitude testing, focus groups.	-	100	100				a. Continued assessment using year one as base. b. Joint clearing house activities with communities.
	b. Community clearing houses.	75	75	150				
	TOTAL AREA				75	175	250	

PROGRAM DESCRIPTION

TARGET GROUPS:

ETHNOCULTURAL COMMUNITIES

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
4. IMPLEMENTATION OF MEDIUM-TERM PROGRAMS	a. Elite conferences, symposia.	50	100	150				a. First stage of ethnocultural elite conferences.
	b. Production of public education materials for community groups.	50	200	250				b. Mixed media educational program production.
	c. Demonstration projects, e.g. "heritage regions", multicult exchanges".	-	100	100				c. Full scale demonstration project on participation basis.
	TOTAL AREA				100	400	500	
5. PLANNING & DEVELOPMENT OF LONG-TERM PROJECTS	a. Production of intercommercial TV programs.	-	100	100				a. Production of multicultural TV programs for use by different communities.
	b. Design of media and education distribution network.	-	50	50				b. Design of network for distribution and utilization of material
	TOTAL AREA				-	150	150	
6. EVALUATION	a. Project evaluation	-	30	30				a. 5% component of every M/C grant
	TOTAL AREA				-	30	30	
TOTAL YEAR					360	2,065	2,425	

PROGRAM DESCRIPTION

TARGET GROUPS:

ETHNOCULTURAL COMMUNITIES

AR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
EE	1. ADMINISTRATION	As in year two (constant $)							
		TOTAL AREA				-	195	195	
	2. COMMUNITY AWARENESS/ PROMOTION	As in year two (constant $)							Year three is a continuation of activities in year two. This is the intermediate stage and activities require approximately 24 months. All figures are in constant dollars.
		TOTAL AREA				185	1,115	1,300	
	3. DATA COLLECTION & DISSEMINATION	As in year two (constant $)							
		TOTAL AREA				75	175	250	
	4. IMPLEMENTATION OF MEDIUM-TERM PROGRAMS	As in year two (constant $)							
		TOTAL AREA				100	400	500	

PROGRAM DESCRIPTION

TARGET GROUPS:
ETHNOCULTURAL COMMUNITIES

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
5. PLANNING & DEVELOPMENT OF LONG-TERM PROGRAMS	As in year two (constant $)							
	TOTAL AREA				-	150	150	
6. EVALUATION	As in year two (constant $)							
	TOTAL AREA				-	30	30	
TOTAL YEAR					360	2,065	2,425	

PROGRAM DESCRIPTION

TARGET GROUPS:

ETHNOCULTURAL COMMUNITIES

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
1. ADMINISTRATION	a. Program administration (py's)	-	65	65				Costs calculated in constant $. Administrative costs are budgetted at approximately 10% of program costs.
	b. Consultants	-	65	65				
	c. Administrative costs (travel etc.)	-	65	65				
	TOTAL AREA				-	195	195	
2. COMMUNITY AWARENESS/ PROMOTION	a. Production of radio commercials (English, French & Heritage languages)	-	50	50				Same constant $ as in previous years, but message modified to accommodate changing thrust as dictated by new conditions.
	b. Radio advertising	100	100	200				
	c. Production of TV commercials (English, French, Heritage languages).	-	300	300				
	d. TV advertising	-	500	500				
	e. Print production	25	50	75				
	f. Print advertising	50	100	150				
	g. Special publications	10	15	25				
	TOTAL AREA				185	1,115	1,300	
3. DATA COLLECTION & DISSEMINATION	a. Community attitude testing, focus groups.	-	100	100				a. Continued spot testing using year one as a reference base.
	b. Community clearing houses.	75	75	150				b. Joint clearing house activity with communities
	TOTAL AREA				75	175	250	

PROGRAM DESCRIPTION

TARGET GROUPS:

ETHNOCULTURAL COMMUNITIES

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
4. IMPLEMENTATION OF CONTINUING PROGRAMS	a. Conferences, symposia.	50	100	150				a. More intensive conferences and symposia.
	b. Demonstration projects e.g. "heritage regions"	-	100	100				b. Continued activity of demonstration projects.
	TOTAL AREA				50	200	250	
5. IMPLEMENTATION OF LONG-TERM PROJECTS	a. Distribution of ethno-cultural materials to communities.	50	50	100				a. Post-production & distribution of mixed media materials to communities.
	b. Broadcast & distribution of ethno-cultural TV programs.	-	150	150				b. Broadcast time & cassette distribution of inter-communal programs.
	TOTAL AREA				50	200	250	
6. EVALUATION	a. Project evaluation	-	30	30				a. 5% automatic component of every M/C grant.
	TOTAL AREA				-	30	30	
TOTAL YEAR					360	1,915	2,275	

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PROGRAM DESCRIPTION

TARGET GROUPS:

ETHNOCULTURAL COMMUNITIES

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
1. ADMINISTRATION	As in year four (constant $)							Year five is a continuation of activities in year four. This is the long-term stage and activities require approximately 24 months. All figures are in constant dollars.
	TOTAL AREA				-	195	195	
2. COMMUNITY AWARENESS/ PROMOTION	As in year four (constant $)							
	TOTAL AREA				185	1,115	1,300	
3. DATA COLLECTION & DISSEMINATION	As in year four (constant $)							
	TOTAL AREA				75	175	250	
4. IMPLEMENTATION OF CONTINUING PROGRAMS	As in year four (constant $)							
	TOTAL AREA				50	200	250	

PROGRAM DESCRIPTION

TARGET GROUPS:

ETHNOCULTURAL COMMUNITIES

AR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
	5. IMPLEMENTATION OF LONG-TERM PROGRAMS	As in year four (constant $)							
		TOTAL AREA				50	200	250	
	6. EVALUATION	As in year four (constant $)							
		TOTAL AREA				-	30	30	
	TOTAL YEAR					360	1,915	2,275	

PROGRAM DESCRIPTION

TARGET GROUPS:

PUBLIC SERVICE

EAR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
ONE	1. ADMINISTRATION	a. Program administration	-	35	35				Costs for administration are budgetted at approx. 10% of program costs.
		b. Consultants	-	35	35				
		c. Administrative costs (travel etc.)	-	35	35				
		TOTAL AREA				-	105	105	
	2. PUBLIC AWARENESS/ PROMOTION	a. Planning of basic thematic approach.	-	25	25				a. Costs of planning and organizing initial stages
		b. Production of A/V's for elite public awareness.	50	100	150				b. Start A/V's for senior civil servants according to sector.
		c. Production of print advertisements.	20	30	50				d. Advertising in civil service and professional journals
		d. Print advertising	20	30	50				e. Preparation of generic materials for use by senior civil servants in departments.
		e. Special projects							
		i. Speeches	15	15	30				
		ii. Memos	15	15	30				
		f. Government mailings	-	60	60				f. Mailings with salary cheques.
		TOTAL AREA				120	275	395	
	3. DATA COLLECTION & DISSEMINATION	a. Public Service attitude testing.	-	100	100				a. Establishment of database as general reference base.
		b. Establishment of joint clearing house							b. i. Establishment of clearing house with PSC in Ottawa.
		i. National	25	25	50				ii. Establishment of Regional clearing houses.
		ii. Regional	50	50	100				
		TOTAL AREA				75	175	250	

PROGRAM DESCRIPTION

TARGET GROUPS:

PUBLIC SERVICE

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
4. PLANNING & DEVELOPMENT	a. Seminars for senior civil servants.	-	50	50				a. Access and education of elite groups in civil service.
	b. Design of department based public education materials.	-	100	100				b. Preliminary research and design of general materials.
	c. Design of sensitization and training programs.	-	100	100				c. Preliminary research and design of specific training materials.
	d. Future seminar planning.	-	50	50				d. Planning of seminars to take place in intermediate stage.
	TOTAL AREA				-	300	300	
5. EVALUATION	a. Spot attitude testing, focus groups.	-	30	30				a. Testing for evaluation purposes and use of focus groups.
	b. Program evaluation	-	30	30				b. Research into measurement of program success.
	TOTAL AREA				-	60	60	
TOTAL YEAR					195	915	1,110	

PROGRAM DESCRIPTION

TARGET GROUPS:

PUBLIC SERVICE

YEAR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
TWO	1. ADMINISTRATION	a. Program administration (py's)	-	35	35				All costs calculated in constant dollars. Administrative costs are budgetted at approximately 10% of program costs.
		b. Consultants	-	35	35				
		c. Administrative costs (travel etc.)	-	35	35				
		TOTAL AREA				-	105	105	
	2. PUBLIC AWARENESS/ PROMOTION	a. Production and distribution of A/V's to elite groups.	50	100	150				a. Production & distribution of sensitization A/V and other media to senior civil servants.
		b. Production of print advertisements.	20	30	50				b. Production of print awareness materials.
		c. Print advertising	20	20	50				c. Print advertising in civil service and professional journals.
		d. Special projects							d. Preparation of materials for use by senior civil servants within departments.
		i. Speeches	15	15	30				e. Mailing of materials with cheques.
		ii. Memos etc.	15	15	30				
		e. Government mailings.	-	60	60				
		TOTAL AREA				120	240	370	
	3. DATA COLLECTION & DISSEMINATION	a. Public Service attitude testing.	-	50	50				
		b. Establishment of joint clearing house.							
		i. National	25	25	50				
		ii. Regional	50	50	100				
		TOTAL AREA				75	125	200	

PROGRAM DESCRIPTION

TARGET GROUPS:

PUBLIC SERVICE

AR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
	4. IMPLEMENTATION OF MEDIUM-TERM PROGRAMS	a. Seminars for senior civil servants.	-	50	50				a. Planning of regional seminars for senior civil servants.
		b. Production of department-based public education materials & programs.	-	150	150				b. Design of regional sensitization programs.
		c. Implementation of sensitization programs.	-	150	150				c. Design of regional training programs for departments such as EIC.
		TOTAL AREA	\	\	\	-	350	350	
	5. PLANNING & DEVELOPMENT OF LONG-TERM PROJECTS	a. Future seminars (regions)	-	50	50				a. Continued testing for evaluation purposes use of focus groups.
		b. Design of sensitization programs for regions.	-	50	50				b. Research into measurement of program success.
		c. Design of training programs for regions.	-	50	50				
							150	150	
	6. EVALUATION	a. Spot attitude testing, focus groups.	-	30	30				
		b. Program evaluation.	-	30	30				
		TOTAL AREA	\	\	\	-	60	60	
	TOTAL YEAR					195	1,030	1,235	

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PROGRAM DESCRIPTION

TARGET GROUPS:

PUBLIC SERVICE

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
1. ADMINISTRATION	As in year two (constant $)							
	TOTAL AREA				-	105	105	
2. PUBLIC AWARENESS/ PROMOTION	As in year two (constant $)							Year three is a continuation of activities in year two. This is the intermediate stage and activities require approximately 24 months. All figures are in constant dollars.
	TOTAL AREA				120	250	370	
3. DATA COLLECTION & DISSEMINATION	As in year two (constant $)							
	TOTAL AREA				75	125	200	
4. IMPLEMENTATION OF MEDIUM-TERM PROGRAMS	As in year two (constant $)							
	TOTAL AREA				-	350	350	

PROGRAM DESCRIPTION

TARGET GROUPS:
PUBLIC SERVICE

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
5. PLANNING & DEVELOPMENT OF LONG-TERM PROJECTS	As in year two (constant $)							
	TOTAL AREA				-	150	150	
6. EVALUATION	As in year two (constant $)							
	TOTAL AREA				-	60	60	
TOTAL YEAR					195	1,040	1,235	

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PROGRAM DESCRIPTION

TARGET GROUPS:

PUBLIC SERVICE

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
1. ADMINISTRATION	a. Program administration (py's)	-	35	35				Costs for administration are budgetted at approx. 10% of program costs.
	b. Consultants	-	35	35				
	c. Administrative costs (travel etc.)	-	35	35				
	TOTAL AREA				-	105	105	
2. PUBLIC AWARENESS/ PROMOTION	a. Production & distribution of A/V's to regional elite.	50	100	150				Same constant dollars as in previous years, but message modified to accommodate changing thrust as dictated by new conditions.
	b. Production of print advertisements.	20	30	50				
	c. Print advertising	20	30	50				
	d. Special projects							
	i. Speeches	15	15	30				
	ii. Memos etc.	15	15	30				
	e. Government mailings.	-	60	60				e. Mailing of materials with cheques.
	TOTAL AREA				120	250	370	
3. DATA COLLECTION & DISSEMINATION	a. Public service attitude testing.	-	50	50				
	b. Establishment of joint clearing house							
	i. National	25	25	50				
	ii. Regional	50	50	100				
	TOTAL AREA				75	125	200	

PROGRAM DESCRIPTION

TARGET GROUPS:
PUBLIC SERVICE

AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
4. IMPLEMENTATION OF CONTINUING PROGRAMS	a. Seminars for senior civil servants.	-	50	50				a. Continuing seminars for senior civil servants.
	b. Distribution of department based public education programs	-	50	50				b. Distribution of centrally based programs
	c. Sensitization programs.	-	50	50				c. Implementation of centrally-based training programs.
	TOTAL AREA				-	150	150	
5. IMPLEMENTATION OF LONG-TERM PROJECTS	a. Regional seminars	-	50	50				a. Introduction of seminars for senior civil servants in regions.
	b. Regional sensitization programs.	-	150	150				b. Introduction of regional sensitization programs.
	c. Regional training programs	-	150	150				c. Regional training programs.
	TOTAL AREA				-	350	350	
6. EVALUATION	a. Spot attitude testing, focus groups.	-	30	30				a. Continued testing for evaluation purposes, use of focus groups.
	b. Program evaluation.	-	30	30				b. Research into measurement of program success
	TOTAL AREA				-	60	60	
TOTAL YEAR					195	1,040	1,235	

PROGRAM DESCRIPTION

TARGET GROUPS:

PUBLIC SERVICE

EAR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
IVE	1. ADMINISTRATION	As in year four (constant $)							
		TOTAL AREA				-	105	105	
	2. PUBLIC AWARENESS/ PROMOTION	As in year four (constant $)							Year five is a continuation of activities in year four. This is the long-term stage and activities require approximately 24 months. All figures are in constant dollars.
		TOTAL AREA				120	250	370	
	3. DATA COLLECTION & DISSEMINATION	As in year four (constant $)							
		TOTAL AREA				75	125	200	
	4. IMPLEMENTATION OF CONTINUING PROJECTS	As in year four (constant $)							
		TOTAL AREA				-	150	150	

PROGRAM DESCRIPTION

TARGET GROUPS:

PUBLIC SERVICE

AR	AREA	ACTIVITY	PROGRAM COSTS ($000's) Per Activity Old	New	Total	Per Area Old	New	Total	EXPLANATION
	5. IMPLEMENTATION OF LONG-TERM PROJECTS	As in year four (constant $)							
		TOTAL AREA				-	350	350	
	6. EVALUATION	As in year four (constant $)							
		TOTAL AREA				-	60	60	
	TOTAL YEAR					195	1,040	1,235	

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EXPLANATION
PROGRAM DESCRIPTION

Introduction

A number of general comments must be made by way of introduction. First, the figures that are cited in the preceding tables and in the following comments should be seen as guidelines only. They have been calculated on the basis of comparable public education efforts elsewhere in the government and in the public sector. They are not, however, exact figures but rather orders of magnitude.

Second, the writers of the report are confident that the figures for year one are close to those needed to achieve the stated aims of the program. The figures for the intermediate stage, years 2/3, and the long-term stage, years 4/5, have been calculated more roughly since factors such as inflation, changing government priorities, new policies, and the results of research cannot be predicted with sufficient exactness. Thus the figures for years 2-5 should be viewed as subject to revision over time.

Third, while amounts have been designated as being available for public education from existing funds, these are only estimates based on the assumption that much existing programming will continue in the same or in similar direction even after introduction of the Multiculturalism Act.

Finally, the program was structured with a view that the initial stage would emphasize public awareness, promotion, research and design; the second stage, intermediate, more intensive public education and planning, and the third stage, the long-term program, would emphasize continuing public education, reinforcement and public participation.

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Short-Term Program

The short-term program is the first year of the program. It calls for a total expenditure of $7,155,000 of which $965,000 is existing funds and $6,190,000 is new funds. These funds are divided between the three domains as follows: broad public targets $3,795,000 (existing and new funds); ethnocultural communities - $2,250,000 (existing and new funds); and, public service $1,110,000 (existing and new funds).

Of these funds, approximately 10% is allocated towards program administration, that is, $600,000. This amount is divided equally between person years, consultants and other administrative costs.

The largest category of expenditures in the first year is public awareness and promotion. Existing and new funds total $3,700,000 or more than half of the total expenditures on public education in that year. This is necessary because of the importance of the unveiling of the Act and the need to raise public awareness during the first year of the public education program.

A second component is data collection and dissemination. The total here is $950,000 existing and new funds. These funds are intended to be used to establish a comprehensive data base, general, ethnocultural communities and public service, for future yearly testing. There is also provision for the development of clearinghouses in conjunction with other federal, provincial, regional and non-governmental agencies. This clearinghouse function is critical to the success of a public education campaign.

Design of public education program materials and conferences begins in the first year. Elite conferences, part of a two-stage education strategy, are carried out in the first year. The total of existing and new monies available is $1,650,000. These funds will also be used for the development of demonstration projects such as

Participaction's "Saskatoon Model," and television/audio visual production for all domains.

Finally, program evaluation totals $225,000. These funds are designated for spot-testing of attitudes and for research into the area of program evaluation. There is an additional proviso here that all grants for projects have 5% of budget allocated for project evaluation. This percentage should be from within existing budgets.

Reduced Budget: The writers of the study feel that $6,000,000 is an adequate figure for a public education campaign. But it is not excessive. However, in the event there are not enough funds available, the following are areas where reductions could be made:

a. Program Administration: 50% reduction, savings of $300,000.
b. Public Awareness/Promotion: 50% reduction in advertising in all media, savings of $1,420,00.
c. Data Collection & Dissemination: Elimination of clearinghouses - $250,000 savings.
d. Planning and Development: Elimination of demonstration projects and TV program design - $300,000 savings.

These reductions would result in savings of $2,270,000. If only a sum of $1,000,000 is available in new funds for public education, it is no longer possible to maintain a comprehensive program serving the general public, ethnocultural communities and the public service. In such a case, it is recommended that a program be based on a few discreet elements with a major impact. Thus $500,000 could be allocated for Public Awareness and Promotion, $150,000 for testing, $100,000 for project evaluation and $250,000 for demonstration projects such as an elite seminar, school materials, civil service workshops, etc.

Medium-Term Program

The medium-term program consists of years 2 and 3 of the full five year program. The budget for each year is the same and is in constant dollars. There is a total expenditure of $7,805,000 of which $965,000 is existing funds and $6,840,000 is new funds. These funds are divided between the three domains as follows: broad public targets - $4,145,000 (total); ethnocultural communities - $2,425,000 (total); and, public service $1,235,000 (total).

Of these funds, administration has remained a constant $600,000, but has gone down as a percentage of budget.

The largest category of expenditures remains Public Awareness and Promotion. This is because of the high cost of effective and affective advertising. Thus the costs are $3,400,000 total, with $415,000 in existing funds and $2,985,000 in new funds.

Data Collection and Dissemination continue in years 2 and 3 as previously. These activities are still a critical component of the public education strategy.

Planning of programs in year 1 are now part of implementation of Medium-Term Programs in years 2 and 3. Demonstration and participation programs are carried out here. The year totals for these categories are: $200,000 existing funds; $1,000,000 new funds, for a total of $1,200,000.

A new category is Planning and Development of long-term programs. This consists of $100,000 in existing funds, and $1,100,000 in new funds for a total of $1,200,000. This consists of design and production of television, a.v. materials and regional public service programs and continues for a period of 2 years.

Reduced Budget: Budget reductions can be effected as in year 1. However, here additional funds can be withdrawn by reducing planning and development of long-term projects by 50% for a savings of $600,000.

Long-Term Program

The long-term program consists of years 4 and 5 of the public education program. The budget for each year is the same and is in constant dollars. The total expenditure $7,355,000 of which $1,065,000 is existing funds and $6,290,000 is new funds.

Public Awareness remains the largest category of expenditure with a total across-the-board expenditure of $3,400,00, with $415,000 in existing funds and $2,985,000 in new funds. Although the sums have remained the same, the message is changing to incorporate new approaches and themes as well as reinforcement of other elements of the program.

A new major category of programs is the long-term programs which are now being implemented. The total expenditures in this category are a total of $1,700,000 with existing funds being $150,000 and new funds at $1,550,000.

Activities in this category are projects such as post-production and distribution of multi-media programs for nationwide use, broadcast and distribution of ethnocultural a/v programs and extensive regional activities for the public service.

Reduced Budget: Again budget reductions can be effected as in previous years. Additional funds can be taken from long-term implementation by reducing this category by 50% for a savings of $850,000.